

DRAFT

LAND USE PLAN I-65

Worthsville Road

# CITY OF GREENWOOD

## I-65/Worthsville Road Interchange Land Use Plan

September 18, 2013





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## Background and Purpose

In the 1960s, the population of Greenwood jumped by 133 percent, and ever since, it has grown each decade by over 35 percent. This rapid increase in population resulted in development that suited the needs of the time without consideration for the future. A current annexation of land on the City's southeastern corner, and the inclusion of the location of the future interchange on I-65, will give the City another chance to succeed with future growth. Seen as a key access point to Greenwood from I-65, this location is the focal point of this Plan. Currently, I-65 has no entrance or exit ramps at Worthsville Road, but according to an InsideIndianaBusiness.com report, "Greenwood leaders think adding an interchange will spur business and commercial growth and will ease traffic at other highway ramps in Johnson County." The new access to and from Greenwood will improve vehicular access to and from regional employment and community destinations and resources, as well as creating a new link for pedestrians and bicyclists to cross the interstate. The Worthsville Road and Stones Crossing Road connection will become the primary east/west corridor across the south side of Greenwood, linking I-65, US 31 and SR 135 to White River Township. This Plan is intended to be a key component to the future economic vitality of Greenwood, as well as a catalyst for improving other areas of the City.

In an effort to better capitalize on economic development assets within the community, as well as position the community to better compete for economic development opportunities as they arise, the decision was made by Mayor Mark Myers and Common Council, with input from the Greenwood Economic Development Commission, to initiate a strategic planning effort to plan for this area of Greenwood and for the City's future. As the area is located just beyond the current boundary of the City, a petition to annex the adjacent land was put forward.

The City of Greenwood initiated a 2013 Fiscal Plan (Southeastern I-65 Worthsville Road Interchange Fiscal Plan), which includes a proposal for an annexation for land contiguous to the City. This annexation will consist of 1,808 acres of land, encompassing the project area of this Plan, and include 112 separate parcels with an estimated population of 195. The purpose for the annexation includes the squaring of city limits; efficiency of street maintenance and jurisdiction; efficiency of traffic safety and law enforcement; and primarily to bring into the city the proposed interchange and surrounding properties. The annexation will include 7.39 street miles, as well as 2.15 miles of interstate right-of-way, incorporating all four corners of the interchange. In preparation for the completion of the annexation process in late 2013 or early 2014, the Greenwood Redevelopment Commission may create an Economic Development Area (EDA) for the same area as the annexation area excluding the existing residential uses. This tool would enable the City to use a portion of tax revenues generated from commercial and industrial development for infrastructure improvements and expansion within the designated EDA. This can only be established once the annexation is complete.

This Plan is Greenwood's guide for physical improvement and development near the new interchange. This is a key area for the City, since it will function as the primary gateway to the south side of Greenwood and will serve the growing residential area and its commuters using the interstate. With this Plan, Greenwood will work toward its strategic vision, while being equipped to respond to development and growth pressures in the area. It is intended to create an area unique to Greenwood, avoid repetition of development, and integrate missed opportunities near the City's other two interchanges. This Plan is not the first planning effort focused on community and economic development. Many other planning documents were considered and used to inform this Plan's recommendations. These include the *City of Greenwood Comprehensive Plan* (2007), *Johnson County Comprehensive Plan* (2011), *City of Greenwood 5-year Parks & Recreation Master Plan*, and the *Southeastern I-65 Worthsville Road Interchange Fiscal Plan*. Current activities within the community, including the annexation of land and proposals for a regional east/west expansion of Worthsville Road played a role in the development of this Plan. While





adjustments to previous planning recommendations may be part of this planning effort, these original documents provide a strong baseline and serve as the starting point for analysis. The expectation is that this Plan will ultimately be adopted as an amendment to the *City of Greenwood Comprehensive Plan*.

This Plan is both comprehensive in terms of vision and goals, as well as specific in terms of principles and strategies. While this document itself does not change zoning, it provides a basis for updating existing City zoning. The City has already taken strides to achieve a community vision by commencing the annexation of the study area, evaluate the establishment of a TIF district, and create an amended Interstate Overlay District. Finally, this Plan serves as a key guiding document to clearly and consistently express the desires of the community for this portion of the City. This will be a critical tool to evaluate opportunities for the City of Greenwood.

### Process

The process for developing this Plan was an integrated, open, and dynamic process. A steering committee was formed with representation from boards, commissions, organizations of Greenwood, and property owners in the study area. There was involvement by the Mayor's office; the Department of Community Development Services (Planning, Building, and Engineering Divisions); Parks and Recreation; Greenwood Sanitation; Greenwood Stormwater; the Street Department; the Greater-Greenwood Chamber of Commerce; local businesses, Clark-Pleasant School Corporation, and the Johnson County Development Corporation (JCDC). The steering committee was launched in December 2012.

There were seven steering committee meetings throughout the planning process. Through the vision development process, the groups discussed key issues related to strengths, weaknesses, opportunities, and threats. Additional discussions and stakeholder interviews were conducted with specific members of the development community at the local and state level to understand key issues related to the vision development and the market.

### Vision and Goals

This vision is an overarching summary of what the community is striving for surrounding the I-65 and Worthsville Road interchange, and it is based on the solid foundation and identity of what Greenwood is today and the vision for the community set forth in the current Greenwood Comprehensive Plan. It serves as a guide for community action and decisions and is the foundation for all recommendations of this Plan.

***The City of Greenwood will provide quality growth in future expansion areas in order to expand its economic foundation and job base with a diverse mix of uses that build upon existing assets, all while maximizing the benefits of the City's unique location in Central Indiana. Establishment of a regional destination near a key gateway to the City will further Greenwood's economic status as a supporting community of Indianapolis.***

These goals set the tone for community decisions and actions that will help the community achieve the vision and determine what aspects are most important. They can focus and direct the specific strategies and action items that must be accomplished to achieve implementation of this Plan's vision. The following goals are not listed by priority; this is not a ranked list.

- » **Attract, Retain, and Expand High-Quality Businesses:** Attract, retain, and expand forward-thinking corporations that create opportunity for Greenwood and its citizens
- » **Promote Quality Residential Development:** Support and encourage elevated standards for community development





- » **Protect Old Town:** Encourage, promote, and protect the long-term viability of Old Town Greenwood
- » **Raise the Standard of Infrastructure and Municipal Systems:** Improve and expand the performance and reach of municipal services
- » **Promote Identity of Greenwood:** Promote and market Greenwood for its strengths
- » **Greenwood as a Community:** Assure the long-term vitality of the various Greenwood neighborhoods, districts, and other commercial and industrial centers that support Greenwood

## Recommendation

The recommendations of the Plan include future land uses, associated infrastructure, and strategies for implementation and policy. The recommended long-term land use districts within the study area are not completely consistent with current zoning or existing land use. These suggested land uses, however, do not represent a presumptive guarantee of any future zoning approval. The future land uses are depicted on a map and a description of each district is provided within the plan document. Also depicted on the Future Land Use Plan are necessary transportation connections that complement the future land use district needs and build upon the existing system. Infrastructure recommendations are also made for water, sanitary sewer and approximate drainage sizes that complement future land use district needs and build upon the existing system.

The recommendation of preliminary site and design standards are established to set a foundation for formal standards that will be necessary to guide development and redevelopment to ensure use, type, shape, form, and style meet the vision of the community.

The recommended strategies are intended to provide the next steps to achieve the vision of this plan and attain economic development success. The strategies are grouped within the goal categories to provide a structure and context for the strategy itself. The critical path strategies are the most essential strategies in achieving the vision and goals set forth by this Plan. All of the strategies are important, but the critical path strategies are those that should be initiated and completed first as other activities are connected and related to them.

## Conclusion

Greenwood is well positioned for growth within the southern periphery of Indianapolis, especially when considering improved access provided by the new I-65 interchange and being located en route to Louisville, Kentucky. The opportunities this location presents are vast and strategically position the City of Greenwood in Central Indiana. The study area recommends a mix of residential, retail, office, institutional, industrial, conservation, park/recreation, and agricultural areas.

Portions of this study area have great potential to positively contribute to the City of Greenwood's economic development goals and vision. Some of the land uses and districts identified on this map are intended to be an enhancement of current uses and are supported by appropriate zoning. Other uses and districts identified on this map suggest a change in land use. This proposed change in land use will be something that happens over time and will happen when the market, the property owners and the City approval process align.



# INTRODUCTION





## What is the I-65/Worthsville Road Interchange Land Use Plan

This document presents the I-65/Worthsville Road Interchange Land Use Plan (Plan) for the City of Greenwood, Indiana. This Plan outlines the City's short- to long-term plan for improvement, development, and growth for the future interchange.

This Plan establishes a foundation for future decision-making regarding land use, infrastructure development, and transportation circulation. It is intended to guide appropriate, market-viable, and context-sensitive development around the interchange, and help improve the City by creating new and unique opportunities. Due to the approved, future addition of the interchange and its significance in the regional transportation network, properties in the area will likely be developed for many different uses by a variety of people as utilities become available and market conditions allow.

This Plan is a policy guide intended to be flexible and adaptive over time. While this Plan outlines specific recommendations for specific areas, it also sets a foundation to guide unexpected, unforeseen opportunities, as well as changes in the area and regional forces. This Plan allows for adaptation and adjustment as conditions and opportunities change within the study area. It can also accommodate opportunities that exceed the expectations and aspire to implement the community vision for this area as needed. In order to achieve each recommendation of this Plan, a set of phases will need to be implemented in order of priority of development. The completion of each phase may see a need for further adaptations or adjustments to this Plan.

This Plan is not a rezoning document, and the zoning classifications within the study area do not change because of the recommendations of this Plan. Any future zoning changes within this study area, whether initiated by the City or by a private land owner, must follow standard Indiana law and the City of Greenwood processes for zoning and ordinance changes. This Plan suggests long-term land uses within the study area that are not consistent with the existing zoning classifications depicted in the *Southeastern I-65*

REGIONAL MAP

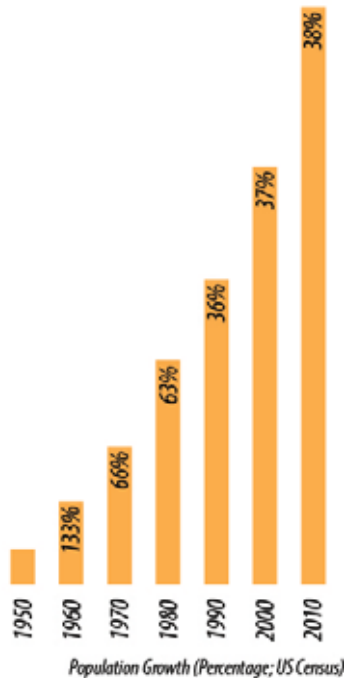




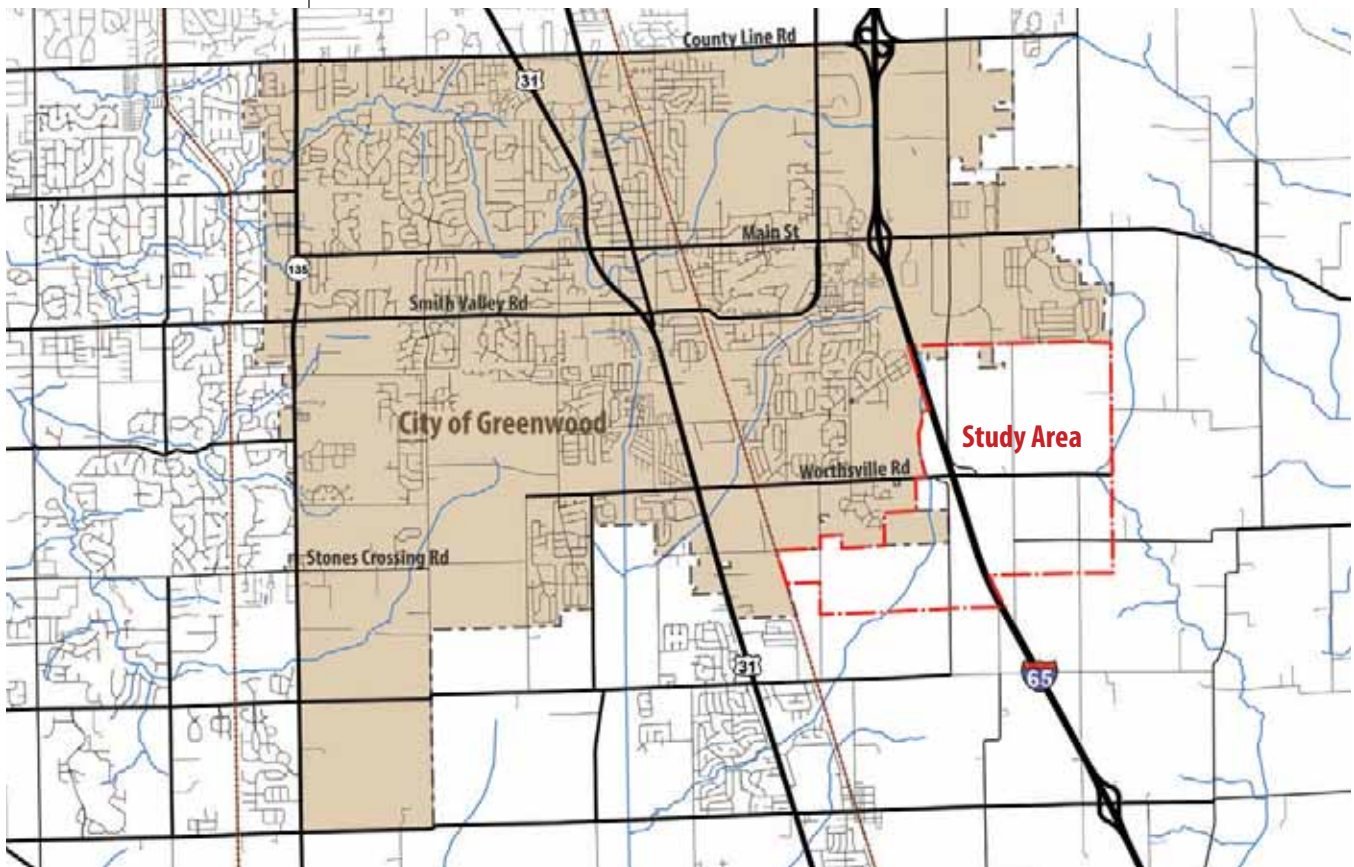
*Worthsville Road Interchange Fiscal Plan* (2013), nor the proposed rezoning to Agricultural or Suburban Fringe. Certain financial incentives can only be awarded under agricultural zoning; however, the land use may change over time and can differ from the zoning with special regulations. These land use recommendations are simply to provide a tool to assist future decision making as development and redevelopment begin to occur within the study area. These suggested land uses, however, do not represent a presumptive guarantee of any future zoning approval.

## Background of the Plan

In the 1960s, the population of Greenwood jumped by 133 percent, and ever since, it has grown each decade by over 35 percent. This rapid increase in population resulted in development that suited the needs of the time without consideration for the future. A current annexation of land on the City's southeastern corner, and the inclusion of the location of the future interchange on I-65, will give the City another chance to succeed with future growth. Seen as a key access point to Greenwood from I-65, this location is the focal point of this Plan. Currently, I-65 has no entrance or exit ramps at Worthsville Road, but according to an *InsideIndianaBusiness.com* report, "Greenwood leaders think adding an interchange will spur business and commercial growth and will ease traffic at other highway ramps in Johnson County." The new access to and from Greenwood will improve vehicular access to and from regional employment and community destinations and resources, as well as creating a new link for pedestrians and bicyclists to cross the interstate. The Worthsville Road and Stones Crossing Road connection will become the primary east/west corridor across the south side of Greenwood, linking I-65, US 31 and SR 135 to White River Township. This Plan is intended to be a key component to the future economic vitality of Greenwood, as well as a catalyst for improving other areas of the City.



## CONTEXT MAP







In an effort to better capitalize on economic development assets within the community, as well as position the community to better compete for economic development opportunities as they arise, the decision was made by Mayor Mark Myers and Common Council, with input from the Greenwood Economic Development Commission, to initiate a strategic planning effort to plan for this area of Greenwood and for the City's future. As the area is located just beyond the current boundary of the City, a petition to annex the adjacent land was put forward.

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## Purpose and Use of the Plan

This Plan is Greenwood's guide for physical improvement and development near the new interchange. This is a key area for the City, since it will function as the primary gateway to the south side of Greenwood and will serve the growing residential area and its commuters using the interstate. With this Plan, Greenwood will work toward its strategic vision, while being equipped to respond to development and growth pressures in the area. It is intended to create an area unique to Greenwood, avoid repetition of development, and integrate missed opportunities near the City's other two interchanges. This Plan is not the first planning effort focused on community and economic development. Many other planning documents were considered and used to inform this Plan's recommendations. These include the *City of Greenwood Comprehensive Plan* (2007), *Johnson County Comprehensive Plan* (2011), *City of Greenwood 5-year Parks & Recreation Master Plan*, and the *Southeastern I-65 Worthsville Road Interchange Fiscal Plan*. Current activities within the community, including the annexation of land and proposals for a regional east/west expansion of Worthsville Road played a role in the development of this Plan. While adjustments to previous planning recommendations may be part of this planning effort, these original documents provide a strong baseline and serve as the starting point for analysis. The expectation is that this Plan will ultimately be adopted as an amendment to the *City of Greenwood Comprehensive Plan*.

This Plan is both comprehensive in terms of vision and goals, as well as specific in terms of principles and strategies. While this document itself does not change zoning, it provides a basis for updating existing City zoning. The City has already taken strides to achieve a community vision by commencing the annexation of the study area, evaluate the establishment of a TIF district, and create an amended Interstate Overlay District. Finally, this Plan serves as a key guiding document to clearly and consistently express the desires of the community for this portion of the City. This will be a critical tool to evaluate opportunities for the City of Greenwood.

**Tax Increment Financing (TIF):** enables local governments to collect property tax revenue from increased assessed value resulting from new investments within a designated district.

**Overlay district:** a zone or district having a prevalent, distinguishing characteristic that is protected or regulated through special provisions in the local zoning code. The existing base zoning regulations still apply, but additional requirements may be applied in order to regulate industrial areas, conservation areas, key commercial corridors, etc.





### Planning Process

The process for developing this Plan was an integrated, open, and dynamic process. A steering committee was formed with representation from boards, commissions, organizations of Greenwood, and property owners in the study area. There was involvement by the Mayor's office; the Department of Community Development Services (Planning, Building, and Engineering Divisions); Parks and Recreation; Greenwood Sanitation; Greenwood Stormwater; the Street Department; the Greater-Greenwood Chamber of Commerce; local businesses, Clark-Pleasant School Corporation, and the Johnson County Development Corporation (JCDC). The steering committee was launched in December 2012.

There were seven steering committee meetings throughout the planning process. Through the vision development process, the groups discussed key issues related to strengths, weaknesses, opportunities, and threats. Additional discussions and stakeholder interviews were conducted with specific members of the development community at the local and state level to understand key issues related to the vision development and the market.

#### Special Meetings

- » November 26, 2012 - City of Greenwood Plan Commission/Common Council joint meeting
- » March 21, 2013 - Greater Greenwood Chamber of Commerce After Hours Event

#### Steering Committee Meetings

- » December 6, 2012
- » January 10, 2013
- » March 7, 2013
- » April 11, 2013
- » May 23, 2013
- » June 27, 2013
- » August 1, 2013

# EXISTING CONDITIONS





## Study Area

This interchange study area is located along the City of Greenwood's southeastern boundary within Johnson County, which is approximately 32 miles north of Columbus, 15 miles south of Monument Circle in Indianapolis (8 miles south of I-465), 20 miles west of Shelbyville (13 miles west of I-74), and 20 miles east of Mooresville (12 miles east of SR 37). The new interchange will be located approximately 100 miles north of Louisville, Kentucky.

Greenwood is well positioned for growth within the southern periphery of Indianapolis, especially when considering improved access provided by the new I-65 interchange and being located en route to Louisville, Kentucky. The opportunities this location presents are vast and strategically position the City of Greenwood in Central Indiana. The study area includes a mix of residential, commercial, industrial, agricultural, natural, undeveloped, and right-of-way/interstate drainage areas.

The study area is about 1,850 acres and includes area within the City of Greenwood (most of the 2013 East-side Annexation), with a portion falling within the City's two-mile extraterritorial jurisdiction. The study area's north boundary is Allen Road, the east boundary is Griffith Road, the south boundary consists of property lines south of County Road 700N, the west boundary is formed by the railroad, and follows the old boundary of the City.

- Roads
- Railroad
- Hydrology
- Parcels
- City of Greenwood
- Study Area



STUDY AREA MAP



## Land Use

The study area includes various residential, institutional, and agricultural uses. Acreages are not defined by parcel, zoning, or ownership, but by actual usage of land. These variations are:

### Residential

About 64 existing Single Family detached residential use parcels are located throughout the study area. Single Family residential uses vary in size and are generally large lot, rural residential, and not within an established neighborhood or development. Residential uses comprise about 270 acres.

### Institutional

Two church properties are located in the study area—one at the northern edge along Allen Road and the second at the southwest corner of Worthsville Road and Collins Road (CR 250E)—both remain undeveloped. A sanitary sewer pumping station is located on Worthsville Road in the eastern portion, and a cemetery is located just south of Worthsville Road and just east of South Five Points Road. These uses comprise about 75 acres.

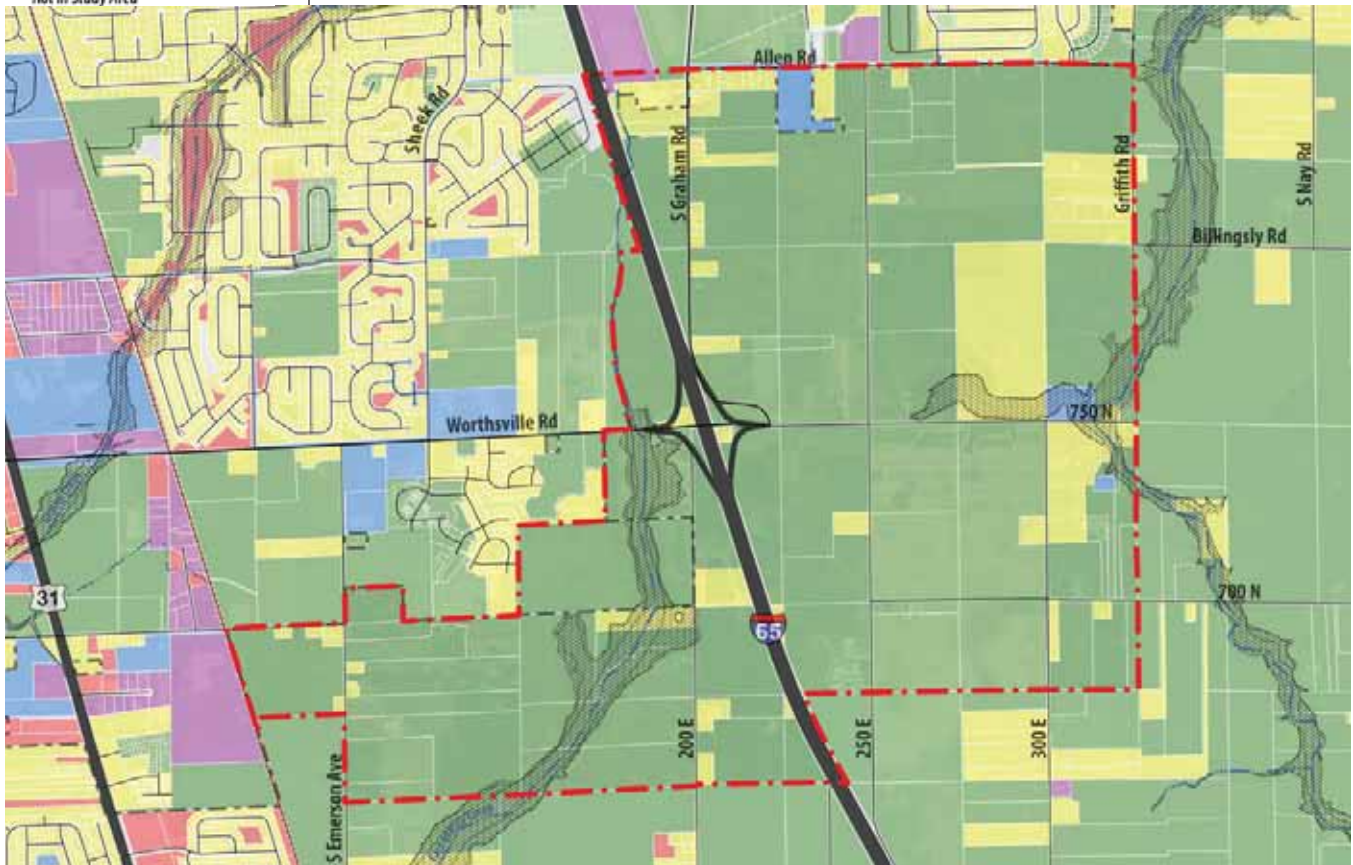
### Natural Resources / Agricultural

Natural Resources and Agricultural land use makes up the majority of the study area, with much of the land actively used for agriculture by a select number of property owners that have held the properties for several generations. Agricultural land is sometimes defined as undeveloped and is associated with the term “greenfield.” Agricultural uses comprise about 1,535 acres. Natural Resources comprise wooded lots, water bodies, waterways, designated floodplains, and designated wetlands. These areas require special considerations when development occurs within or adjacent to them. Natural areas can

- Residential
- Commercial \*
- Industrial \*
- Institutional
- Recreation \*
- Natural Resources / Agricultural
- Parcels
- Hydrology
- Floodplain
- City of Greenwood
- Study Area

\* Not in Study Area

EXISTING LAND USE MAP



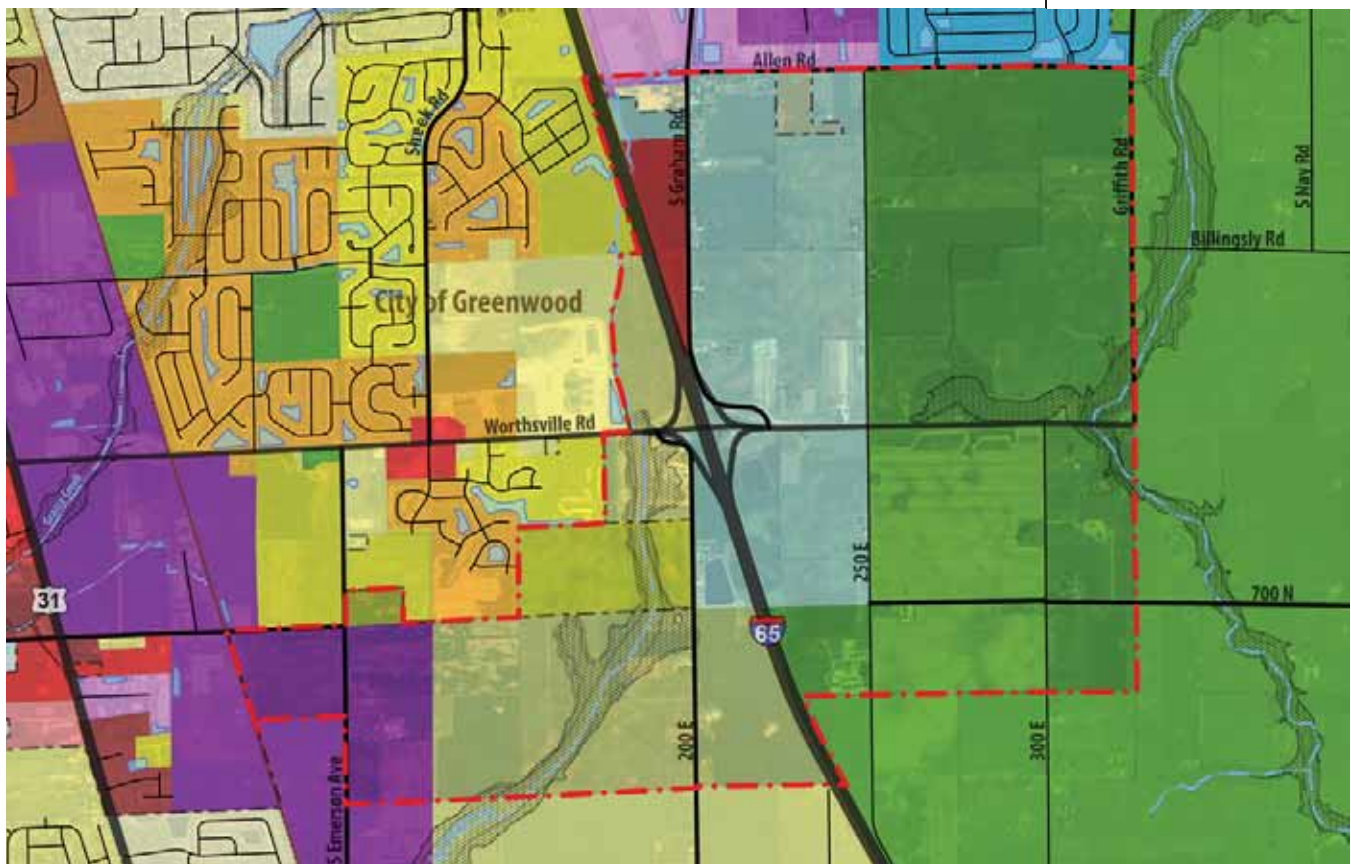
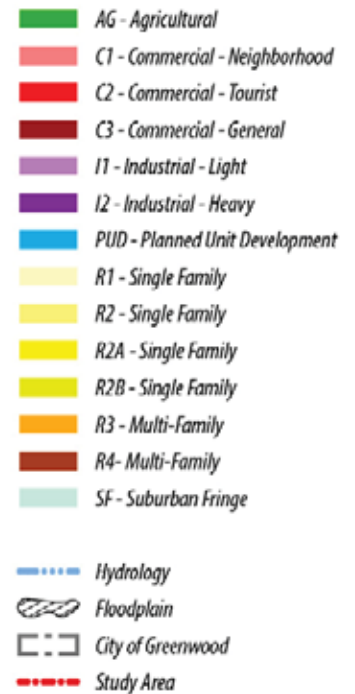




also be assets to adjacent uses providing scenic value and open space for connectivity and recreation, as well as ecological and environmental benefits in regard to water supply, local ecosystems, and wildlife corridors. Natural areas comprise about 150 acres.

## Zoning

Although current zoning for the study area is designated as a mix of zones, including Agricultural, Suburban Fringe, General Commercial, Single Family, and Heavy Industrial, the City of Greenwood intends to designate the area as either Agricultural or Suburban Fringe in conjunction with the annexation to capture certain economic development tools. Adjacent designations to the study area include a variety of Agricultural, Commercial, Industrial, Planned Unit Development, Single Family, and Multi-family. This Land Use Plan does not change the zoning. Any zoning change would have to follow state and local statutes. The map below represents the zoning classifications in and surrounding Greenwood as of August, 2013. Ongoing reclassifications will be taking place as time goes on, and the annexation process is finalized.



EXISTING ZONING MAP



### Transportation and Circulation Framework

The study area's transportation and circulation system consists of local, collector, arterial streets, and the interstate. Given the undeveloped nature of the study area and the rural cross-section of exterior streets, movement throughout the study area can be time-consuming for vehicular traffic and even more so for pedestrians and bicyclists.

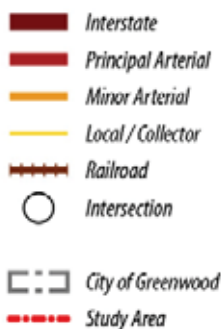
The main east/west connection through the entire study area is Worthsville Road (E 750N). Other east/west connections include:

- » Allen Road crosses the north portion of the study area, but does not cross the interstate.
- » CR E 700N crosses the southern portion of the study area on the east side, but does not cross the interstate.

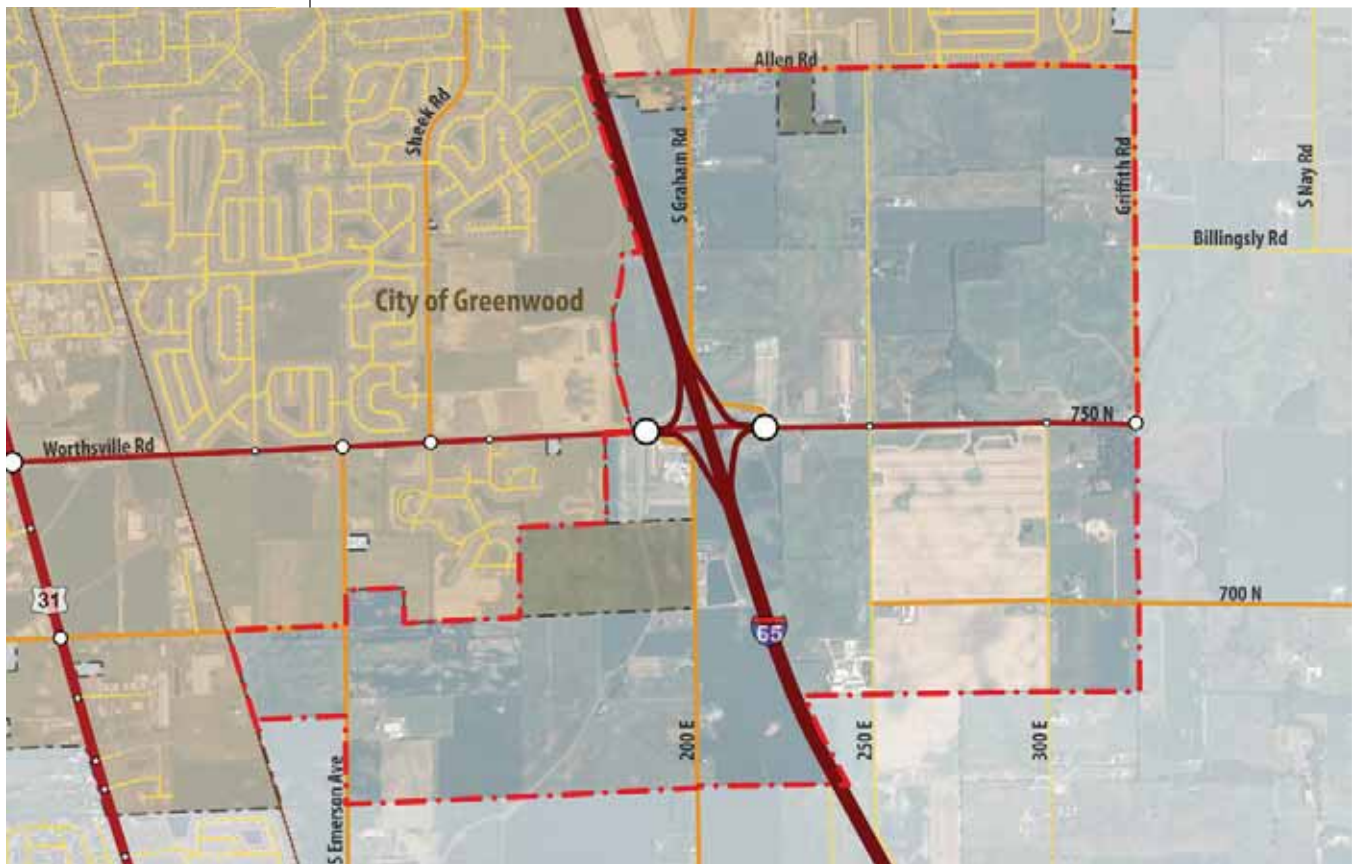
The main north/south connection through the southwest portion of the study area is I-65. Other north/south connections include:

- » CR N 250E (Collins Road) crosses the east portion of the study area and connects Allen Road to Worthsville Road, CR E 700N, and CR E 600N.
- » CR N 200E and South Graham Road crosses the middle of the study area, but use Worthsville Road to cross I-65.
- » Griffith Rd crosses the eastern edge of the study area, but does not continue south beyond Worthsville Road.

The north/south orientation of I-65 through the study area limits east/west crossings and creates a challenge for street crossings and approaches. The elevated bridge for crossing the interstate at Worthsville Road is at a slightly higher elevation than the surrounding area, creating a great vantage point of the surrounding region.



### EXISTING CIRCULATION NETWORK MAP







## Railroad

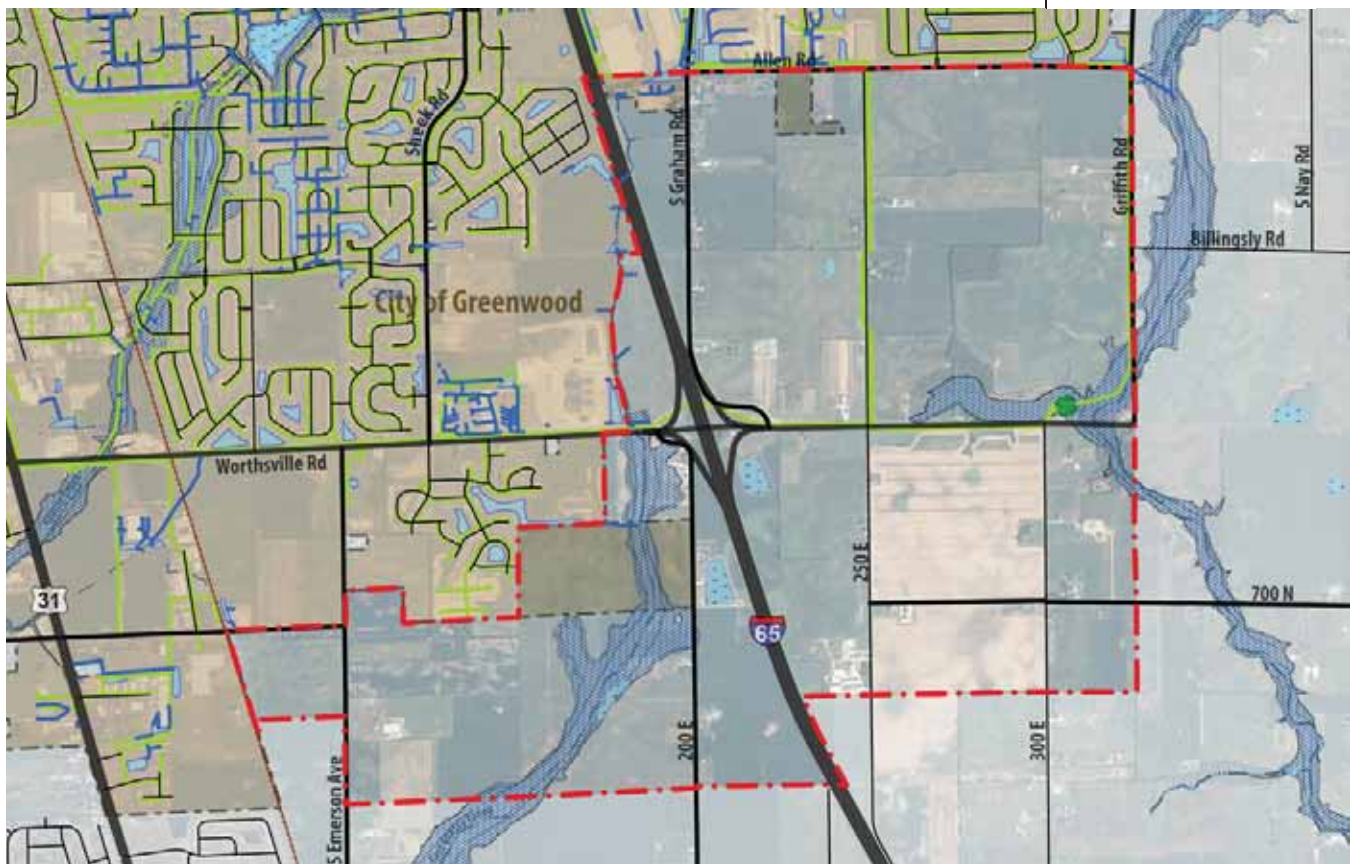
A railroad forms the westernmost boundary of the study area. It serves some of the industrial businesses in Greenwood and connects to Indianapolis to the north and Franklin, Columbus, and Louisville to the south. A potential rail siding may occur, running along the track through the study area, and could serve additional light industrial uses that would benefit from rail access. The addition of the rail siding provides for a significant industrial market, as this amenity is highly desirable and uncommon in today's market.

## Pedestrian and Bicycle Circulation

There is currently no pedestrian or bicycle connectivity within the study area. There are plans for trails within the City and surrounding area. This trail program would focus on connecting the existing parks and natural areas, using the natural streams and flood zones throughout the study area as potential routes. There is currently no room for pedestrians to safely cross I-65 along Worthsville Road. With the location of the Clark Pleasant Middle School just west of the interchange, it is essential that better pedestrian and bicycle connections are made. Current improvement plans for Worthsville Road include multi-use pathways on both sides of the new thoroughfare, which are also indicated in plans from INDOT for the new interchange bridge, allowing pedestrians and bicyclists to take advantage of the great vantage point from the elevated bridge. Future development within the study area should ensure pedestrian and bicycle circulation is accommodated.

## Infrastructure Framework

The study area's current infrastructure is limited and aligned with the current development within the area.



EXISTING INFRASTRUCTURE MAP



### Stormwater

The City of Greenwood owns and operates its Stormwater Management System, and is looking at the possibility of incorporating a regional detention system within the project area. Currently, the system in the study area mainly comprises legal drainage ditches that carry the stormwater along a roadway or property to the nearest natural body of water. Hurricane Creek travels along the east edge of the project area, and East Grassy Creek travels along the west side. There are currently no stormwater pipes located within the study area. With additional development, stormwater management methods will need to include municipal drains, catch basins, curbs, gutters, ditches, man-made channels, or storm drains to keep increased amounts of polluted water from entering the water supply. Greenwood is already concerned about the increasing amounts of impervious areas due to growth and development, and offers tips and education on the City's website for preventing stormwater runoff pollution. The City's Stormwater Management Board must operate and maintain the Stormwater Management System, and has established a Stormwater Utility fee to fund the System based on the area of impervious surfaces located on the property.

### Sanitary Sewer

The Greenwood Sanitary Sewer infrastructure extends along Collins Road (north of Worthsville Road) and Worthsville Road through a major pumping station that is already located in the study area. Currently, only one parcel is being served by the system. There is no sanitary infrastructure south of Worthsville Road in the study area. The future annexation does not guarantee the availability of sanitary sewer; availability is subject to review and approval by the Greenwood Board of Public Works and Safety. The City has invested \$16 million in the existing system of interceptor sewers and pumping stations serving areas east of I-65 in conjunction with the annexation.

### Water

The City does not own or manage a water utility. Water is supplied by Indiana-American Water Corporation, a privately owned public utility, and comes from the White River Valley Aquifer. The service has a wellhead protection program designed to protect the aquifer from contamination. Water infrastructure access is limited within the study area since it is currently outside the city limits. There are public water mains along Worthsville Road west of I-65 that need to be extended east of I-65. There are also public water mains north of Allen Road that can be extended southward.

### Other Private Utilities

Natural gas, electricity, and telephone services are provided to the area by private companies (not municipally owned). As stated in the Fiscal Plan for the area, the annexation will have no effect upon the costs or level of service of these utilities and will be overseen by the Utility Regulatory Commission.

**Stormwater:** stormwater runoff is the water from rain and snow that flows over the land surface and is not absorbed into the ground. Debris, chemicals, and other pollutants are collected, degrading water quality. Effective stormwater collection systems help gather this runoff to filter out collected contaminants.

**Regional Detention System:** a flood control detention basin large enough to be used on a regional basis. Can also be utilized as a stormwater quality control basin. These detention systems can be constructed to be used as amenity features for the surrounding area, and will typically be located near or within a natural floodplain.

# STRATEGIC PLAN FOUNDATION





## Vision and Goals

This vision is an overarching summary of what the community is striving for surrounding the I-65 and Worthsville Road interchange, and it is based on the solid foundation and identity of what Greenwood is today and the vision for the community set forth in the current Greenwood Comprehensive Plan. It serves as a guide for community action and decisions and is the foundation for all recommendations of this Plan.

***The City of Greenwood will provide quality growth in future expansion areas in order to expand its economic foundation and job base with a diverse mix of uses that build upon existing assets, all while maximizing the benefits of the City's unique location in Central Indiana. Establishment of a regional destination near a key gateway to the City will further Greenwood's economic status as a supporting community of Indianapolis.***

These goals set the tone for community decisions and actions that will help the community achieve the vision and determine what aspects are most important. They can focus and direct the specific strategies and action items that must be accomplished to achieve implementation of this Plan's vision. The following goals are not listed by priority; this is not a ranked list.

- » **Attract, Retain, and Expand High-Quality Businesses:** Attract, retain, and expand forward-thinking corporations that create opportunity for Greenwood and its citizens
- » **Promote Quality Residential Development:** Support and encourage elevated standards for community development
- » **Protect Old Town:** Encourage, promote, and protect the long-term viability of Old Town Greenwood
- » **Raise the Standard of Infrastructure and Municipal Systems:** Improve and expand the performance and reach of municipal services
- » **Promote Identity of Greenwood:** Promote and market Greenwood for its strengths
- » **Greenwood as a Community:** Assure the long-term vitality of the various Greenwood neighborhoods, districts, and other commercial and industrial centers that support Greenwood

## Strategic Plan Principles

The strategic plan principles reflect topic areas and conclusions that have been part of conversations with the committee, focus groups, stakeholders, and the public. These are important areas integral to successful economic development and strategic planning. Many of these issues and areas of discussion are not unique to Greenwood, but there are nuances within each that are specific to the City and the issues that impact it. Each plays an important role in the overall economic development fabric of the community. These principles are explained to illustrate the position of the City and the committee regarding these particularly important issues. These principles, like the goals and vision, influenced the strategies and recommendations of this Plan.

### Vision and Direction

The vision of this Plan outlines the direction of Greenwood for economic development around the area of the future interchange on I-65. The development of this vision was the result of many committee meetings and discussions, as stated previously. It was important for the vision elements to be comprehensive, yet tailored to the current issues and conditions of Greenwood. Focusing on the strengths and assets, yet recognizing the weaknesses and challenges, allowed the vision and goal pieces to set a bold and promising direction for the community.

The reality for all communities is that growth is a necessity if communities are to be

The City of Greenwood will be a well-managed hometown of desirable neighborhoods and a strategic regional economic hub including retail, industrial, and a vibrant, mixed-use Old Town.

The community's character will be defined by quality growth, distinctive edges, and well-planned transportation corridors.

Greenwood will be a family-oriented city that provides a high quality of life for its residents by emphasizing its historic resources, and using a system of parks, trails and recreational areas to connect its citizens.

***Greenwood Comprehensive Plan, 2007, Community Vision Statement***

***Sustainable:*** meeting the needs of the present without compromising the ability of future generations to meet their own needs.



sustainable in the long-term; however, this growth does not require the development of greenfields. As costs of service increases, communities must continue to grow their tax base in order to maintain services, let alone expand or enhance services beyond current levels. The key is establishing an expectation of growth that is:

- » In line with the desires of the community
- » Managed and shaped to best suit the community
- » Designed to accomplish the goals and vision of the community

For Greenwood, it is important to plan for development at its new front door with drastically improved access, and set the tone and character for the future of the City. This strategic plan is one component of that growth management.

Beneficial growth and development in communities occurs when there are synergistic relationships among market conditions, property owner's desires, and community needs. Based on the stakeholder and steering committee data gathered as part of this planning effort, growth within the study area is desired to be in the form of mid- to high-end residential, business, office, technology, research, light industry, and cultural, or a combination of these forms. These sectors are suitable for the study area and will complement the existing business community without creating new competition. It will also be important for Greenwood to understand the needs of the new businesses and their prospective employment base. Greenwood needs to provide this new workforce and their anticipated higher-wage-level employees with the amenities, services, and quality of life that are demanded. High-wage jobs will support higher quality and price point residential (Single Family or Multi-family), Retail, Commercial, and amenity land uses.

### Greenwood Gateway and Image

The current gateways to Greenwood include the northern interchange at I-65 and County Line Road and the southern interchange on East Main Street. As the newest and southernmost interchange for the City of Greenwood, the potential to create a new gateway to the City is a chance to create a new first impression and make Greenwood more than just the last stop on I-65 before entering or leaving the Indianapolis metropolitan area. This improved access, visibility, and location is expected to draw an increased amount of development interest. With these development pressures, it is critical to establish high standards and a defined image for Greenwood's new front door and gateway. Standards will be necessary to guide development and improvements that are visible and affect the physical environment. This gateway has the potential to illustrate the image and character of the entire city to many people. The goal of this primary gateway from the south is to welcome residents and visitors to Greenwood and invite them to look further at all the great qualities of the City. This Plan, and the ongoing process of annexing the southeastern corner of Greenwood, is a great first step in establishing the "standards for the design of sites, buildings, structures, plantings, signs, street hardware, and other improvements." There are several ways to develop a gateway program, and the key is always to signify to visitors that they have arrived at someplace special. The following measures should be considered:

- » Uniformity of architecture
- » Street lighting and furniture enhanced by landscaping
- » Monumental entrance structures (arches, columns, etc.)
- » Pavement material and texture changes
- » Wayfinding signage and public art

One or several approaches should be considered in order to create a sense of place and establish a true destination. The key is to create a lasting impression as soon as visitors exit the interstate, and enter Greenwood.

### Communication and Partnerships

Clear, honest, and consistent communication among local government, residents, businesses and potential members of the community is necessary for successful economic

**Signage:** essential to identify an address or place, inform visitors, mark historical structures, and advertise commercial establishments. Signage that does not follow a set of guidelines or design standards can become overwhelming and chaotic.





development. Greenwood's responsiveness to the community and the communication of its policies and processes must remain clear, trustworthy, predictable, transparent, open, and consistent. Members of the business community need to know the policies and programs, as well as understand the communication infrastructure to know whom to contact. Relationships must be fostered among Greenwood leadership, existing and potential businesses, as well as property owners and the general public to keep communication lines open, and maintain a collaborative effort for future actions.

### **Long-Term Commitment**

It is anticipated that land uses within the study area will change as market conditions evolve. This Plan is intended to guide development to the appropriate locations when the opportunity presents itself, and serves as a guide that allows flexibility and creativity. Over the long-term, many changes will occur. Some parts of the study area are likely to present economic development opportunities before others. It is expected that areas with the best access and closer alignment with current infrastructure will develop sooner than those that require significant infrastructure expansion.

Any land use definition as part of this planning effort is intended to represent a long-term view of the study area. While there may be opportunities that will present themselves in the near-term, the development of the study area will occur over time. It is important to be cognizant of the adjacent land uses. Light industrial, office/research/technology, and retail are highly encouraged in the northeastern quadrant of the new interchange and will act as a catalyst for residential and other focused land uses to move into this area over time. Retail uses are intended to serve the local community and build from the current assets of the local area, and are discouraged if it would detract from the overall vision of the City.

### **Commitment to Vision with Flexibility to React to Opportunities**

While this Plan outlines land uses for specific areas within the study area, it is imperative the Plan and the leadership remain committed to the vision while being flexible. This Plan was developed according to current information and conditions and with the best of planning and economic development methods.

With flexibility in mind, there are many changes that can affect the ability for economic and community development to occur. As the form of that development takes shape, it may also vary based upon future, unforeseeable changes. Development opportunities will be presented for this area; some will perfectly align with the vision for the study area and some will be completely in conflict with it. Developments will apply to the Plan in three different ways:

- » Align with the vision and be welcomed and accommodated
- » Conflict with the vision and be reviewed carefully
- » Exceed the vision and the opportunity will be examined

These scenarios require the City's leadership to follow the vision and approve, ask for modifications, or deny these opportunities. Ultimately, vision is paramount, and although the Plan must provide flexibility, the community's vision shall be maintained, and all decisions that face the leadership of the community shall be judged and colored by this vision.

### **Impacts to Other Areas in the Community**

This Plan focuses on the interchange at I-65 and Worthsville Road, but not without looking at the whole community. Other areas of industrial and commercial development remain a key focus for the City. New, build-to-suit users will likely develop near the interchange due to its visibility and benefits of undeveloped agricultural land.

Another key area to pay attention to is Old Town Greenwood, the historic heart of the City. Old Town is a significant part of the Greenwood community, and should be a major focus for reinvestment, business diversification, and branding. It is essential to create a proactive development plan that will ensure the long-term viability of Old Town Greenwood. Conducting a complete market analysis of Old Town would better inform the





business community and leadership, and would better position the partners for business retention, expansion, and attraction. Creating a healthy mix of Old Town businesses would be streamlined due to the knowledge (strengths, weaknesses, supply, and demand) gathered from a complete market analysis. Specific strategies—such as an enhanced micro loan program, facade improvement program, regular event programming, and the development of a guide to the permit process as it applies to Old Town—would greatly benefit the Old Town business community and would encourage and even incentivize the reinvestment into Old Town.

Old Town offers unique historical components that cannot be replicated. Any new development that occurs in the new annexation area of the City should be guided in such a way as to work with the other areas of the community in unison. Whereas Old Town is able to offer an urban/centralized experience, development in the project area will provide unique additions to the City, capitalizing on the assets already there. The agricultural heritage and current farming operations in the immediate area should be interwoven into new development. The new addition will help to create a new identity for Greenwood, taking advantage of the highly traveled I-65. It will act as an improved gateway to the community and complement the other areas of the City.

The enforcement and enforceability of standards and ordinances is essential to the success of the entire community and is recommended to be an integral part of any standard or ordinance developed to support this land use plan.

### Regional Assets

As Indianapolis becomes an even greater national destination, the City of Greenwood is poised to help it succeed by providing a home for its employees and the ideal location for providing the quality-of-life elements and alternative living opportunities within the Indianapolis region. With a large presence of dairy and other agricultural entities, the City of Greenwood has the opportunity to create something unique to the region. The ever-growing urban communities of Indianapolis would support an agricultural attraction. The City of Greenwood has a unique opportunity to promote locally grown natural produce, helping establish itself as a recognizable community. Many local residents commute the short drive to the business communities within and surrounding Indianapolis, Shelbyville, Columbus, and other communities in the region. This proves the location of Greenwood is truly ideal for residential and business development. This Plan, as an element of the Greenwood Comprehensive Plan, will help ensure the City capitalizes on and achieves a high economic development return on the I-65 interchange investment.

As part of the Johnson County Comprehensive Plan, Worthsville Road could expand east to Shelbyville and I-74, creating an east-west link to the City's surrounding communities. Greenwood has a strong agricultural influence that should be included in strategic planning efforts. Greenwood should capitalize on its rich agricultural presence, a key strategy for the community.

### Product Delivery

Site and building availability and readiness for development is the core of economic development success. It is important for Greenwood to have an inventory of sites and buildings in Greenwood. The readiness of a site or building relates to many factors, including (but not limited to):

- » Land ownership transfer issues
- » Existing infrastructure
- » Restrictive easements
- » Environmental issues pertaining to wetlands or contamination
- » Unsuitable subsurface soil conditions
- » Archaeological discoveries

Performing necessary due diligence to identify and resolve any issues related to these factors will enhance the readiness and attractiveness of a site or building. To resolve infrastructure



issues, either infrastructure must be put into place, or at a minimum, a set of plans must be prepared to understand the costs and timelines for implementation. In many cases, installation of key infrastructure is critical for successfully landing a prospect. In other cases, having plans ready to implement offers the potential development flexibility of the site.

The term Shovel Ready is associated with the Indiana Shovel Ready Program through Indiana Economic Development Corporation (IEDC) and the Indiana Office of Community & Rural Affairs (OCRA). Through participation in this program, a community may certify a site as Shovel Ready, which “enhances the marketability of certified sites.” This certification requires a certain minimum standard to be met and also allows the site to be listed among the other statewide data listing Shovel Ready sites on the Indiana Economic Development Corporation website. Designation of a site does not always translate into the site being considered Shovel Ready by an end user. In some cases, work beyond that required for the official designation must be completed to enhance the desirability and development potential of the site.

### Public-Private Partnerships

Public-private partnerships (referred to as PPP or P3) in particular are an excellent way to creatively combine assets to achieve desired economic development improvements. Public-private partnerships are joint ventures between public and private sectors. These partnerships creatively combine public and private assets to achieve desired economic development improvements. “In their best form, public-private partnerships reduce risk, secure development capital at reasonable rates and provide a high return on investment for taxpayer and developer alike. Communities can effectively meet the needs of their residents while otherwise sub-optimized commercial resources are efficiently put to work.” (Smith, Thomas. *Inside INdiana Business*, 2010). The collaboration of the two different entities offers expertise, resources, and opportunity. Building strong public/private partnerships between the City of Greenwood and the Regional Development Community (RDC) will create opportunities to understand perceptions, clarify misconceptions, and clearly articulate the expectations of the City as it relates to development within its jurisdiction and move forward products for development.

### Infrastructure

This Plan recognizes that any change in development will affect the transportation system. Recommendations have been made for an enhanced transportation network to include new roads, improvements and extensions of existing roads, and improvements to existing intersections or new intersections. Future transportation improvements must be sensitive to the overall transportation network of the area and the greater Greenwood and Johnson County community. As such, future commercial and industrial traffic will likely warrant specific design criteria with regard to road cross-sections, lane widths, and intersection design. All transportation upgrades should ensure pedestrians and bicyclists are given priority. The concept of accommodating all methods of transportation (e.g., pedestrian, bicycle, personal vehicle, and public options), otherwise known as Complete Streets, is highly encouraged.

As growth occurs, it will be important to monitor the impacts of that growth and make alterations and adjustments to infrastructure as necessary. This Plan conceptually recommends additional infrastructure to support the enhanced development potential of certain areas within the study area related to the proposed land use districts. Additional utility infrastructure is recommended to serve existing uses and support potential developments, particularly the extension of sewer and water service into each quadrant of the study area. The cost of the recommended infrastructure is intended to be shared by Greenwood as well as the developer, a policy that has been exercised for some time. This arrangement allows for equal investment and commitment to the projects, the development, and the community. Greenwood Sanitation Department has in place a \$16 million investment in sanitary sewer mains, force mains, and lift stations to serve the study area. The City is also investing \$30 million in the interchange and improvements to Worthsville Road.

**Shovel Ready:** an Indiana designation that certifies sites that are ready for economic development. The designation defines boundaries with a clear title, establishes a price, demonstrates executive level local government support, defines utility capacity, and provides documentation such as environmental assessment, American Land Title Association, topographical, property layout, and plat maps.

**Complete Streets:** roadways designed and operated to enable safe access for all users; pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities.



### **Business Retention**

Business retention requires a support system and a relationship between Greenwood leadership and the business community. The relationship starts with developing and maintaining an open dialogue to understand the needs, issues, concerns, and opportunities among the business community. A business call program that engages the largest employers in the community, as well as individual land owners, in annual personal interviews is a good first step. This acknowledges the impact of the employers and also encourages a level of accountability to the community in addition to its own customers and clients. In addition to the business call program, it is important to conduct annual surveys to maintain open communication among all of the businesses within the community. This will facilitate the collection of data regarding issues, threats, opportunities, workforce needs, employee demographics, or other concerns. By having this information, the leadership is better positioned to understand the business community and respond quickly when issues arise. Other areas of focus should include recognized business excellence, making resources and process available and clear, and tapping into the significant entrepreneurial component of the community. Do not forget how important it is to maintain the vision and goals of the community. By maintaining the vision and focusing on the improved quality of life for the residents, the population is maintained, and in turn the businesses that employ them are sustained.

### **Business Attraction**

In addition to product delivery, business attraction programming facilitates increasing the non-residential tax base. There are many tools that support and encourage business attraction, including issues related to sites, buildings, and economic development tools. It would serve Greenwood well to perform a market analysis and a targeted industry study to understand what businesses would be more attracted to the area, and to determine where to focus their efforts.

A coordinated marketing outreach program highlighting the opportunities of the community is integral to business attraction. The first step of a coordinated marketing program is a branding effort. The branding/identity effort should engage various groups within the community. Once a branding/identity plan is concluded, a coordinated marketing outreach program would be conducted.

A marketing plan could include the continued use of the website as an organization of all economic development information into a central location that is easily accessible and advertised. The potential use of the mobile applications, regular communications, and social communications should be consistent with the overall marketing outreach message. It should be developed in a way that reaches specific targeted audiences, including local and regional brokers, developers, and businesses. The message should also be consistent with the concept that Greenwood is “open for business” and open to development opportunities that are right for the City.

Business attraction also requires strong coordination with local, regional, and state economic development partners. Strong alliances, partnerships, and pooled resources are the best way to position Greenwood to be most successful in business attraction efforts moving forward.

The Johnson County Development Corporation (JCDC) is integral to this communication, outreach, and implementation. They are currently the lead economic development organization for the County and they have access, relationships, and a reputation for serving Greenwood. This partnership should be maintained and cultivated in the absence of a lead, single point of contact specifically dedicated to the specific needs of Greenwood.

### **Economic Development Tools - Tax Increment Financing (TIF) District**

Inclusion of a TIF district within the study area once the annexation is complete will “promote significant opportunities for gainful employment of the citizens of Greenwood; assist in the attraction of new business enterprises for the City; benefit the public health, safety, and morals of the citizens of Greenwood; increase the economic well-being of the



City and State of Indiana; and serve to protect and increase property values.” A TIF district is intended to be used for a variety of infrastructure improvements and other improvement projects that support economic development. Generally, a TIF district enables local government officials to collect property tax revenue from increased assessed value, resulting from new investments within a designated TIF district. When a TIF is designated, the assessed value is recorded. When there is an increase in the assessed value, the difference is set aside to be used to pay for infrastructure or other improvements within the TIF district. This allows the community to have access to funds that are specifically prescribed to be used for infrastructure or other improvements within the district. The property taxes on the base assessed value are collected and added to the traditional taxing units (schools, city, township, and county) as other property taxes are. Those funds are used according to the allocations and structure set forth by the City, typically for schools, improvements, and other services. The allocations and structure of TIF districts are annually reviewed by the Redevelopment Commission and approved by the City Council. These allocations specify how TIF monies can be used.

While the philosophy of TIF can certainly be debated, it is a proven success factor in the communities where it is implemented, it is an expectation of virtually every business site selection effort, and it is no longer viewed as a differentiator between communities, but rather a critical standard component of a community’s competitiveness. For example, if a company is interested in a piece of property, but the property is not connected to necessary infrastructure, it may be beneficial for the City to use funds from the TIF to pay for these improvements if the anticipated assessed value will repay the fund with the incremental taxes due to increased assessed value. These improvements benefit the initial development as well as subsequent businesses and reduce costs for future businesses.

### **Economic Development Tools - Tax Abatement**

Tax abatement is a tool commonly used throughout Indiana. Many communities find it is by far the most competitive bargaining component when trying to attract business. Tax abatement of all or a portion of taxes on a new or increased assessed value resulting from new investment can be granted for up to ten years. Tax abatement can be applied to real or personal property and provides a relief for the property owners who are improving and reinvesting in their property. Using tax abatement within a TIF district should be thoroughly understood and used selectively. While the use of tax abatement within a TIF district may be counterproductive to the district since it will delay the contribution to the TIF fund, tax abatement may be the best strategy from time to time and should be considered by thoroughly evaluating the pros and cons. Current Indiana Code states that newly annexed land, if designated under the agricultural zoning classification, may apply for a 10-year tax abatement. The entire study area for the City will be newly annexed land by late 2013 or early 2014, and the City is proposing agricultural zoning for the entire 1,808-acre annexation area.

### **Property Tax Caps**

In the 2010 November election, voters passed property tax caps. Residential property taxes are now limited to one percent of the assessed value, secondary residential properties and agricultural land may not exceed two percent of the assessed value, and other real estate (business and industrial) are capped at three percent, per Indiana State statute. This new tax structure limits the money available to local government, but it is intended to offer stability to property owners. The tax levels within Greenwood are below the state levels; particularly, business and industrial tax levels are below the three percent mark. It is not anticipated the property tax rates in Greenwood will equal the cap amount anytime in the near future. The property taxes are the “primary source of funding for local government units, including counties, cities, towns, townships, libraries, school districts, and other special districts, including fire districts and solid waste districts.” (<http://www.in.gov/dlgf>) The tax cap limits the funds and makes it essential to diversify the tax base and capture taxes from higher-rated uses such as commercial and industrial.



### Local Economic Development

Working with local banks to establish preferred finance programs for potential business investors is a great economic development tool. This establishes a relationship and a favorable rate and assists potential developers as well as supports the local financial institution. Most importantly, a difficult step is made easier, thus making Greenwood a more likely choice for business selection and location. These rates will need to have parameters and expectations defined prior to any utilization of them to ensure the financing tool supports the overall vision of Greenwood.

This area already has the benefit of local farms and their product of tourism and locally grown produce. The City can build from its current assets to further develop the economic viability of this area. Agritourism in the state of Indiana is a large driving factor for attracting a regional group. Greenwood has the benefit of multiple avenues of Agritourism and can use this as a driver for expanding its regional draw.

**Agritourism:** attractions and activities that encourage visitors to experience agricultural life at first hand. Visitors have the opportunity to work in the fields alongside real farmers, and learn where food comes from.

# RECOMMENDATIONS







## Future Land Use Plan

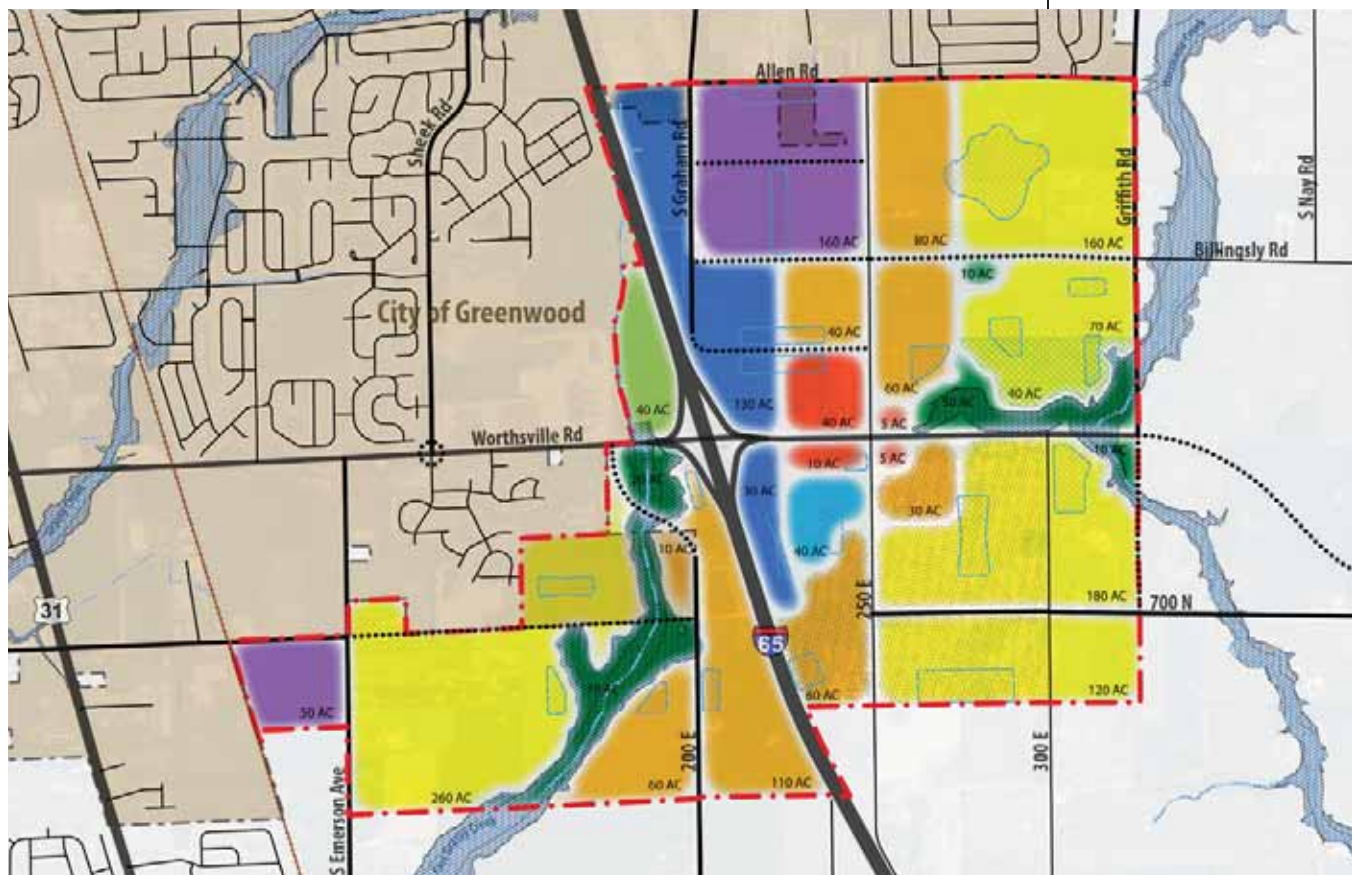
The Future Land Use Plan (see map below) is a long-range conceptual plan illustrating preferred land uses that support the vision, goals, and principles for economic development set forth in this document. This plan is an integral tool for economic development and is a result of a series of analytical and detailed analysis and conversation throughout this planning process. Factors that informed this plan include:

- » Zoning
- » Property owners
- » Parcel size
- » Topography
- » Transportation and access
- » Utility availability
- » Environmental constraints
- » Proposed land uses (from Comprehensive Plan)
- » Other plans
- » Working group input
- » Stakeholder input

*This map is not a zoning map; the district category names (or colors) listed on this map do not have any legal tie to zoning regulations or state statute. This map, like any comprehensive land use planning map, is simply a tool to suggest, prepare for, and manage development opportunities as they may arise within the study area. Please note that this map is a conceptual, illustrative graphic, and the districts are not delineated along parcel lines.*

Portions of this study area have great potential to positively contribute to the City of Greenwood's economic development goals and vision. Some of the land uses and districts identified on this map are intended to be an enhancement of current uses and are supported by appropriate zoning. Other uses and districts identified on this map suggest a change in land use. This proposed change in land use will be something that happens over time and will happen when the market, the property owners and the City approval process align.

- Single Family
- Multi-Family
- Retail
- Office
- Institutional
- Industrial
- Conservation
- Park / Recreation
- Potential Park / Rec.
- Agriculture (Short-term)
- Proposed Roads
- Hydrology
- Potential Detention
- Flood Zone
- City of Greenwood
- Study Area



FUTURE LAND USE MAP



### Description of Land Use Plan Components

#### All Districts

Each land use district is intended to identify desired areas for long-term desired uses. It is recognized that all current users are heavily invested in their property and their community. All private land is still privately owned, and the proposed future land uses are only designated to help the City of Greenwood plan for future development that will eventually occur with construction of the new interchange. As development or redevelopment occurs around any existing use, great sensitivity should be given to how new uses relate to the existing ones, and how the impact of the new development can be mitigated as best as possible. All districts shall have an emphasis on high-quality architecture, proportion, and detail. In the event that redevelopment occurs or improvements are made in the meantime, specific efforts should be made to create buffers and screens surrounding less desirable land uses. This transition area should be allowed in all districts that are immediately adjacent to a non-related or non-conductive land use.

A recommended overlay district for the I-65 corridor would apply to a specified distance from the right-of-way and create an area with higher design standards than the rest of the study area. Areas along Worthsville Road and Collins Road are also highly visible and should be held to similar, if not the same, standards as the I-65 corridor. This creates a tiered system based on visibility from major thoroughfares. Areas immediately surrounding the interchange are highly visible due to the difference in elevation of the travel lanes and will have an impact on the image of Greenwood as well as the areas adjacent to the corridors.

In the end, form is key when establishing a vision and a driving force for character within a community. Use is important, and should always be considered, and the community should take a sympathetic approach with the existing user when considering a proposed non-conductive adjacent use. However, when form is considered above use, then quite often adjacent uses can transition seamlessly, without significant notice. It is these seamless transitions that build the fabric and character of a community.

#### Office



This district focuses on creating an employment center and an environment where businesses may benefit from the proximity to other businesses. The district should include business parks and flex office space that focuses greater attention on the local agricultural community and supports startup businesses. The City of Greenwood should take advantage of the frontage with I-65 and the lower land values to create business communities that need easy access to the interstate. Connectivity to amenities such as shopping and dining will be key to creating a vibrant and livable environment for this new workforce.

**Overlay district:** a zone or district having a prevalent, distinguishing characteristic that is protected or regulated through special provisions in the local zoning code. The existing base zoning regulations still apply, but additional requirements may be applied in order to regulate industrial areas, conservation areas, key commercial corridors, etc.

**Flex office space:** office space that can be used for multiple businesses or uses on a rotating schedule. The concept derives from businesses wanting to cut costs and share the lease-able space with others, drastically reducing operating costs.



## Industrial



This district focuses on a mix of smaller, technology-based, higher wage industrial uses and supporting office space (including light manufacturing, assembly, service, research and development) that are clean, quiet, and free of hazardous or objectionable elements. The focus of this district is industrial, which will transition seamlessly with the overall district with ancillary office use to create an employment center and an environment where businesses may benefit from the proximity to other businesses. High-tech and advanced manufacturing with higher wages have impacts to the region far beyond the number of jobs at one place and are encouraged. Biotechnology, Agro-science, and technical research parks are excellent opportunities to impact the City and the southern periphery of Indianapolis. The existing industrial district east of I-65 and south of East Main Street has great access to the interstate, and with an improved east/west commerce corridor along Worthsville Road, will benefit from a more direct connection to I-74 to the east and SR 37 to the west. Development of north/south oriented street corridors should be strategic and selective, so as not to promote intensive truck traffic in more urban pedestrian environments.

## Retail



This district focuses on the broad use of commercial, including unique, upscale commercial goods and services establishments. The primary market of these uses includes the community as a whole, including office workers, nearby residents, commuters passing through the area, and tourists either driving by or coming to stay. Given the access, visibility, and potential future traffic volumes associated with this interchange, commercial uses are expected to develop here.

Commercial uses should focus on providing a different mix from what is found near Greenwood's two other interchanges, and avoid trying to compete with existing commercial, but rather improve the commercial mix of the entire city. Specifically, office and light industrial would be better suited along Graham Road, with retail and restaurant uses around the Worthsville Road and Collins Road intersection. A unique and attractive commercial base surrounding the future interchange would complement the *City of Greenwood Comprehensive Plan* by creating an economic boost for the rest of the City. This mix of commercial would avoid the quick serve/fast food, highway-related convenience businesses and focus instead on three main aspects: upscale oriented, mom-and-pop





themed, and locally invested. The first uses to show interest in the area are likely to be agricultural based (farmer's markets and related educational services). This is largely due to the location near the existing Kelsay dairy farm and Taylor's Farmer Market. The next wave of uses to show interest are likely to build off of the local agriculture and, to be consistent with the vision, provide upscale restaurants, shops, and convenience-based neighborhood level shopping. These new buildings would be small in scale and held to strict architectural standards. Community space for expanded farmers markets and local arts fairs would do well in promoting the City's community character and quality of life. Truck stops and other highway travel retail should be discouraged for this study area in order to maintain the greater community vision, and as the other two interchanges in Greenwood already cater to those businesses.

It is recommended any commercial uses be located to the east side of I-65 as this is the undeveloped lower corner of Greenwood, and separated from the main core of the City by the interstate. For creating a successful addition to the City, and as the majority of the annexation and study area lie east of the interstate, the first phases of this Plan recommend grouping new development on the east side of I-65 at the intersection of Worthsville Road and Collins Road. As with any development in the gateway corridor, architectural consistency is key, and pedestrian/bicycle connectivity should be maintained and encouraged throughout the district. Population density in the district will be key to determining the types and mix of dining options that are warranted. As residential density increases, and industry or office spaces advance, higher-quality dining and commercial experiences shall be warranted. As the density develops, it is expected the City will benefit, and other portions of the Comprehensive Plan will become more feasible. Density will also provide the critical mass needed to support commercial opportunities, and a unique food/arts district as the ultimate goal of the project area. Community vision must be at the forefront when considering development proposals for commercial properties in this area.

### Institutional



Inclusion of churches and other institutional uses within the study area has the potential to create destination areas that would help support retail and other activity for the residential population. Churches and schools are currently permitted within areas designated for residential use. Vineyard Community Church and the Clark-Pleasant Community School Corporation currently own parcels within the study area. Inclusion of a religious community center and educational facilities to support the nearby Clark-Pleasant Middle School will help diversify future development in this area of Greenwood. Clark-Pleasant School Corporation currently owns 40 acres on the northeast corner of Worthsville Road and Collins Road. It is undetermined at this point if Clark-Pleasant School Corporation will be utilizing this property for a school facility, as it is currently looking at whether other areas further away from the existing schools would be more appropriate. A residential development area would be better suited for a school off the major thoroughfare and away from commercial destinations and traffic. Vineyard Community Church currently owns 50 acres of land on the southwest corner of Worthsville Road and Collins Road. A new church would include a family activity center, creating a destination during the entire week and catering to more than just a Sunday church service.



## Conservation



This district focuses on preserving natural areas not suitable for development (floodplain, wooded nature preserve, wetland, etc.) There are many difficulties and challenges associated with developing areas with these conditions. Much of the area recommended for conservation/open space is currently floodplain or wooded area. There should be an effort to use the conservation areas and areas within other districts to provide a continuous linear greenspace for users of the buildings in the districts. This should be community wide and connect to the larger open space network through the utilization of paths and connection of spaces. The Greenwood Parks and Recreation Master Plan calls for a significant park area (roughly 40 acres) east of I-65 along the Worthsville Road corridor, and could be incorporated within the Hurricane Creek floodplain area.

## Multi-Family Residential



This district focuses on Multi-family attached dwelling units, described as multiple families in a single building, each unit having shared walls with the next. This designation may include town houses, duplexes, quadplexes, apartments, and condominiums. These uses, like the other uses in the study area, are expected to be high-quality and market rate to diversify the Multi-family residential product in Greenwood. It is intended to be higher in density, providing a larger user base for the central commercial area, and creating transition zones between other uses and the lower density of Single Family. Higher-quality finishes and amenities within walking distance will be key to attracting young professionals and senior citizens looking for similar features, creating a diverse population. This will be key to establishing a lifestyle and quality of life needed to attract the future leaders of Greenwood and the surrounding region, and cater to those who helped establish Greenwood as a community.



**Bayshore Apartments:**  
24 dwelling units / acre

**Apartment:** a rental based dwelling unit located in a building composed of multiple units with shared walls. Everything is maintained by a central maintenance crew, and all amenities are shared with the rest of the apartment complex.

**Condominium:** an owner based dwelling unit located in a building composed of multiple units with shared walls. Everything within the walls of the individual unit is owned and maintained by the owner. Home Owner Association (HOA) fees are collected to maintain the shared and exterior spaces of the building.



### Single Family Residential



This district focuses on Single Family dwelling units, described as only one dwelling unit in a single, stand alone building. This designation may include higher density row houses with zero lot lines (not sharing a wall), medium density small lot, cluster housing, as well as low density large lot residential. Cluster housing and Planned Unit Developments (PUD) should be encouraged to promote sustainability, open space, and connectivity throughout the project area. These uses, like the other uses in the study area, are expected to be high-quality and mid- to high-end to diversify the Single Family residential product types in Greenwood. Residential product in this area is intended to have a higher price point than typical entry-level homes and may include executive housing, along with professional workforce housing. These are expected to meet the current residential needs of the community and capitalize on potential professionals that commute to Indianapolis as well as future professionals working in Greenwood.

### Agricultural



**Cluster housing:** preserves rural and open space by grouping housing developments into dense, compact areas. This method helps to preserve natural resources such as water quality, wildlife habitats, and geographic features, providing an attractive living environment for homeowners.

**Planned Unit Development:** a type of building development and also a regulatory process, grouping varied and compatible land uses, such as housing, recreation, commercial centers, and industrial parks, all within one contained development.

**Agritourism:** attractions and activities that encourage visitors to experience agricultural life at first hand. Visitors have the opportunity to work in the fields alongside real farmers, and learn where food comes from.

Large portions of the study area are currently designated as agricultural. These existing uses create unique experiences and destinations for Greenwood. It is intended and encouraged that these uses continue to be embraced as an amenity within the community. These established agricultural uses are key to attracting future businesses and creating an agriculturally driven experience for future development. Expanding on the existing resources in the area, future development potential includes Agritourism and creating a destination for the regional area. The land uses proposed within the Agricultural overlay are intended as part of a long-range plan to help the City plan for potential future infrastructure needs.





## Park/Recreation

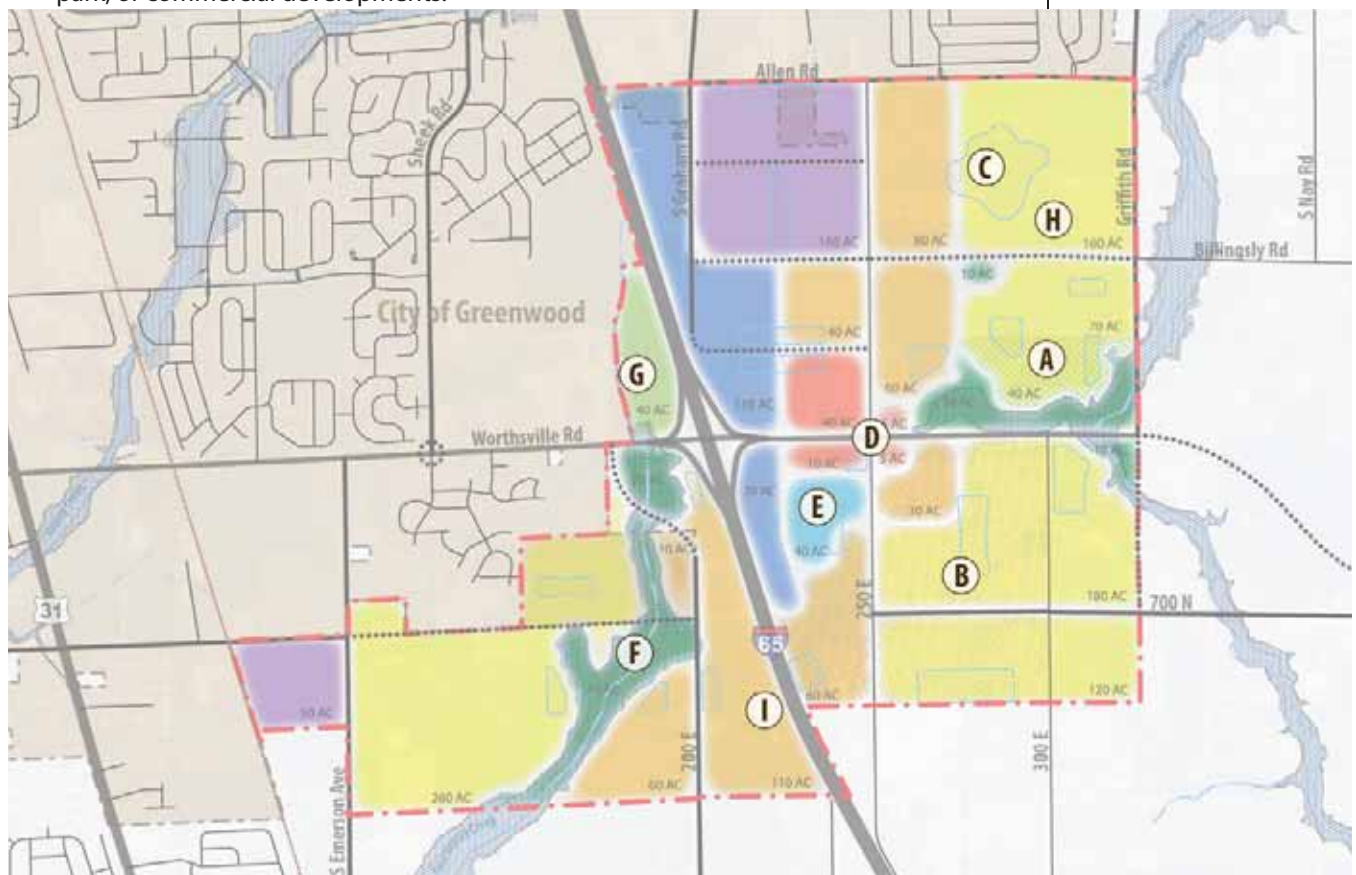


This district focuses on park and recreation space that is more active. This particular use is anticipated to be utilized in conjunction with the Clark-Pleasant School Corporation for sports fields such as soccer, and could accommodate traveling sports teams.

## Special Scenarios

- A.** This area, along with the other conservation and park/recreation areas, could be utilized for the desired additional park space. Alternatively, this area could potentially offer a unique opportunity for lakefront development.
- B.** This location is currently an active agricultural use (Kelsay Farms) and is expected to remain agricultural in the short term.
- C.** This area illustrates a potential regional detention facility that creates a unique opportunity for lakefront residential development. Regional detention could also be applied to other areas to create additional opportunities for residential, office/business park, or commercial developments.

- Single Family
- Multi-Family
- Retail
- Office
- Institutional
- Industrial
- Conservation
- Park / Recreation
- Potential Park / Rec.
- Agriculture (Short-term)
- Proposed Roads
- Hydrology
- Potential Detention
- Flood Zone
- City of Greenwood
- Study Area



SPECIAL SCENARIOS MAP



- D.** This intersection of Worthsville Road and Collins Road is planned for neighborhood commercial/retail (small to medium size/intensity) that meets daily needs of residents in the area. The specific type of retail will depend on the market and the property owners, but is intended to focus on the strength of Taylor's Farm Market and Kelsay Farm and build on the interest of quality food and local services.
- E.** Vineyard Community Church intends to build a facility at this location to provide a venue for their current and future programming needs. This use will likely be a destination and its visitors will likely support additional commercial establishments in the area.
- F.** Conservation areas have been assigned to areas that are less suitable for development and provide a valuable asset to the natural systems. Given that this area is within a floodplain, it is a highly suitable park and recreation use.
- G.** This area is planned for park/recreation use in conjunction with the adjacent school corporation. It is highly visible from the interstate, but access is limited due to the design of the new interchange. It is desirable by the school corporation for additional active recreation facilities and is a suitable adjacent use to the current school campus to the west.
- H.** Clark-Pleasant School Corporation currently owns 40 acres at the corner of Collins Road and Worthsville Road. Currently, Clark-Pleasant School Corporation does not see this as the best location for another school facility, but additional long-term planning will continue to take place to understand where the best location for another school facility is. A more appropriate location for a school facility would be located within one of the residential areas east of Collins Road and not located directly on Worthsville Road due to speed and safety issues related to a major thoroughfare.
- I.** Residential uses that are located directly adjacent to the interstate require additional sound and visual buffering to provide remediation for the noise and sight of the interstate.

### Infrastructure Plan

Investments in public infrastructure, such as transportation and utility systems, are a critical strategy to facilitate future development within the study area. Potential infrastructure improvements include transportation upgrades including roads. Improvements to utility extensions, such as water mains, water towers, and sanitary sewer systems are also key components to foster future development. Infrastructure development strategies may also include storm sewer improvements and regional detention facilities potentially taking advantage of a stormwater credit system. All infrastructure developments will defray development costs associated with private developments and make the study area more attractive for private investment, as well as reduce the risk and time for development.

This Plan envisions the construction of main line infrastructure, including primary collector and arterial streets, as well as trunk-line sewer systems. The City has already initiated a \$30 million investment in road improvements, and has completed \$16 million in sanitary sewer improvements into the area. Secondary streets and access drives, in addition to individual site utilities and laterals, should remain the responsibility of private development.

Regional detention systems can be developed to eliminate private on-site detention facilities, thereby maximizing development potential and allowing developers to build larger structures with no need to dedicate valuable land toward detention. Larger regional detention systems can also reduce flooding and improve water quality in downstream watersheds.

### Roads

This Plan recognizes that any change in development will affect the transportation system. It is premature to recommend any specific solutions to unknown impacts of conceptual

**Stormwater:** *stormwater runoff is the water from rain and snow that flows over the land surface and is not absorbed into the ground. Debris, chemicals, and other pollutants are collected, degrading water quality. Effective stormwater collection systems help gather this runoff to filter out collected contaminants.*

**Stormwater Credit:** *provides incentives to developers, designers, builders and municipal officials to implement better site design and locate new development in a manner that causes less impact to aquatic resources. Improvements to the stormwater system can greatly reduce runoff, allowing developers and builders to reduce the size of stormwater storage and conveyance systems.*

**Complete Streets:** *roadways designed and operated to enable safe access for all users; pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities.*







support headquarter type facilities. By creating larger detention areas for stormwater, developers and builders are able to take full advantage of the land they have and not worry about dedicating small portions to detention ponds. The Proposed Infrastructure Map illustrates regional detention for general illustrative purposes only. Locations of regional drainage facilities require additional study. Additionally, the City should continue to explore new and innovative low-impact development practices that include natural stormwater treatment systems, such as the following:

- » Rain gardens
- » Bioswales
- » Bioretention
- » Wetland mitigation and banking
- » Greywater harvesting and reuse



Small scale stormwater pond (<1 Acre)



Mid scale regional detention (8 Acres +/-)



Large scale regional detention (1000 Acre +/-)

### Sanitary Sewer

Sanitary sewer infrastructure is proposed in terms of main line infrastructure along main roadways within primarily existing public right-of-way or proposed road connections.

### Water

Water infrastructure is supplied by Indiana-American Water Corporation. Additional water infrastructure is recommended to be along main roadways within existing public right-of-way or proposed road connections. Water mains need to be extended east of I-65.

### Site and Design Standards

Prior to a more in-depth exploration of Greenwood's branding and identity, the vision for the physical character of the City can be described to be focused on detail, proportion, and quality, as well as being locally influenced. To maintain this identity when new development or redevelopment opportunities arise, it is important to apply these characteristics. A set of predefined development standards or design guidelines are often a helpful tool for both the City's economic development team and the potential developer to understand the expectations of the community. This will allow them to deliver the desired development outcomes. The recommended overlay district for the I-65 corridor should provide standards that present a foundation for the vision for the physical development adjacent to the corridor. In addition to the specifics outlined for the areas within the specified distance of the interstate right-of-way, the following general guidelines are recommended to be applied to the entire study area.

- » The physical buildings and infrastructure are encouraged to use principles that support pedestrian connectivity and walkability. A key design is to pay as much attention to the pedestrian and the cyclist as is paid to the car. So often these alternate modes of transportation are an afterthought, only considered after the vehicle's needs are met. A balanced approach to transportation adds to the quality of life and place that is created. The buildings are encouraged to be relatively close to the right-of-way and maintain a consistent frontage and building edge. This

**Walkability:** pedestrian oriented; noise, pollution, and threats of bodily harm are not present, increasing sociability and feelings of comfort and security for the pedestrian. Elements of walkability include 1) Narrow Streets; 2) Street trees; 3) Parallel parking; 4) Sidewalks and crosswalks; 5) Building entrances fronting the street; 6) Controlled traffic speed; 7) Reasonable traffic volume; 8) Extensive street network; 9) Mixed use; 10) Lighting and security; 11) Small curb radii; 12) Narrow lane widths.



will ensure that, while each piece may be done independently or at different time, the thematic overall building form and massing desired by the community can be maintained. In pedestrian-oriented commercial areas, a continuous “street wall” of facades should be created. Easy access from parking areas to the shopping street, entrances, or plaza is encouraged.

- » Commercial, industrial, office, research, and technology uses are encouraged to be master planned in conjunction with adjacent similar uses to facilitate efficient circulation and shared parking. Where developments include several buildings, grouping of buildings to create outdoor spaces and plazas is encouraged. Open space should be located contiguous to open space on adjacent sites to maximize their combined visual effect and usefulness including active pathways, workout stations, and picnic areas. A straightforward and visually pleasant approach to building entrances is also encouraged. Residential uses are also encouraged to be master planned and developed in neighborhoods rather than individual, isolated units. Sensitivity to adjacent uses should be a high priority for all uses, and buffers and transition areas should be utilized to minimize the adverse affects of adjacent, incompatible uses.
- » The streetscape should also reflect quality and detail. The building edges and adjacent land uses will be a factor in designing streetscape elements. In general, the streetscape should consist of unified elements, including street lights, vehicular and pedestrian elements, street trees, shrubs, perennial plantings, sodded parkways, continuous sidewalks, pedestrian crossings, pavement markings, way-finding signage, street furniture, and bicycle facilities where appropriate. Underground utilities are encouraged to reduce the visual clutter that overhead power lines and other cables can create. Locating all utilities underground will facilitate the growth of street trees, further adding to the visual appeal of the streetscape. Encouraging pedestrian activity is key to attracting more visitors, and creating a vibrant and economically viable area. Elements along the streetscape should be included that encourage visitors and residents to stay longer, such as including shade, water features (fountains, rain gardens, bioswales, etc.), benches, and even free wifi.
- » High-quality building design and construction is desired on all elevations (360-degree architectural treatment), with the exception of predetermined areas that are internally visible. Architectural detailing should be focused on the building entry and on facades visible from any roadway. The scale, mass, color, and proportion of the building should reflect the character of the area in which it is located and should be compatible with adjoining developments. Multiple buildings in developments (including accessory buildings and detached outlot buildings in commercial centers, where permitted) must incorporate coordinated architectural styles, materials, forms, features, colors and applied elements to visually tie the development together. Signage, fencing, walls, and other amenities (benches, lights) are encouraged to be integrated with building design and landscaping. All structures will be evaluated on the overall appearance of the project and should be based on the quality of its design and its relationship to the surrounding area.

**360 Degree Treatment:** buildings are designed to be visually appealing on all sides. Dumpster locations, utility hookups, and other back of house elements are designed as part of the building, and do not detract from the exterior aesthetics of the building.



### Critical Path Strategies

The critical path strategies are the most essential strategies in achieving the vision and goals set forth by this Plan. All of the strategies are important, but the critical path strategies are actions that should be initiated and completed first. All of the strategies, including the critical path strategies, are listed in the next section in the Strategy Matrix. Some strategies are applicable city-wide while others are applicable to a particular department, area, or component of Greenwood. If such department or organization does not exist, or the respective responsible parties need guidance through each policy, new organizations should be developed, or new positions should be created.

Critical Path Strategy	Full Strategy Location (Page)
1. Continue to explore a regional stormwater detention program.	43
2. Establish policies and processes that support creative master developments. (PUD, Overlay, etc.)	43
3. Define the brand for the Study Area.	46
4. Create a single point of contact for economic development efforts.	46
5. Create inventory of all currently available properties/ buildings.	40
6. Establish workforce development program.	41
7. Create an Economic Development section on the City of Greenwood website.	47





## Strategy Matrix

The strategy matrix outlines the specific strategies that will direct Greenwood's implementation of its vision. The matrix is organized by goal, as stated in the Strategic Plan Foundation section (p.15-24); goals are listed again below.

- » **Attract, Retain, and Expand High-Quality Businesses:** Attract, retain, and expand forward-thinking corporations that create opportunity for Greenwood and its citizens
- » **Promote Quality Residential Development:** Support and encourage elevated standards for community development
- » **Protect Old Town:** Encourage, promote, and protect the long-term viability of Old Town Greenwood
- » **Raise the Standard of Infrastructure and Municipal Systems:** Improve and expand the performance and reach of municipal services
- » **Promote Identity of Greenwood:** Promote and market Greenwood for its strengths
- » **Greenwood as a Community:** Assure the long-term vitality of the various Greenwood neighborhoods, districts, and other commercial and industrial centers that support Greenwood

Under each goal are numerous strategies and additional action items (if applicable), which are listed as the following:

- » Each strategy lists priority, time-frame, primary responsible party, secondary responsible party, and outside resource.
- » The priority is classified by primary or secondary. This priority is related to the urgency, not the ease or feasibility of the strategy.
- » The time-frame is also listed as short-, medium-, or long-term (3-5 years, 5-10 years, 10-20 years, respectively). This designation identifies the potential ease and feasibility of completion. It is intended as a guideline, and is not integral to the plan.
- » The primary responsible party identifies the leader for this strategy and the main person to be held accountable.
- » The secondary responsible party identifies support for the leader and the team who will be working to complete the action item.
- » The "outside resources" indicate the additional resources or professionals needed to conduct and complete each strategy.

**GOAL - Attract, Retain, and Expand High-Quality Businesses**

STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>1. Create inventory of all currently available properties/ buildings.</b>	Primary	Short	Greenwood Economic Development Commission, JCDC	Redevelopment Commission, Property Owners	Professional Consultant
<p><i>This inventory provides an accurate account of all properties and will be used for additional analysis and opportunity development.</i></p> <ul style="list-style-type: none"> <li>» Include basic due diligence (existing and planned utilities, zoning information, environmental information)</li> <li>» Create contact information for each opportunity</li> <li>» Include real estate information, including all pertinent specifications and prices for all available properties and buildings (include photos, maps, and aerials when appropriate)</li> <li>» Make inventory and all information available through the Economic Development section of City and JCDC website</li> </ul>					
<b>2. Create new “inventory” or “product” to market.</b>	Primary	Ongoing	Mayor, JCDC, Landowners	Common Council, Street Department, Greenwood Utilities	
<p><i>By having new “inventory” or “product” to market, there are targeted locations (sites and buildings) that can be a priority for marketing. This also continues to keep a variety of sites and buildings available for opportunities.</i></p> <ul style="list-style-type: none"> <li>a. Create public-private development partnerships <ul style="list-style-type: none"> <li>– Continue to meet with all major property owners of potential development properties</li> <li>– Enhance relationships with large tract owners and discuss areas where development partnerships are possible</li> <li>– Seek out specific opportunities for space development within the study area (both office and industrial)</li> </ul> </li> <li>b. Work with property owners to facilitate the assembly of properties where appropriate <ul style="list-style-type: none"> <li>– Develop creative ownership and control</li> </ul> </li> <li>c. Prepare current industrial areas for expanded development and/or redevelopment possibilities <ul style="list-style-type: none"> <li>– Investigate specific opportunities with area along Allen Road and area along railroad with existing businesses</li> </ul> </li> <li>d. Create development standards to define the expectations for redevelopment opportunities</li> </ul>					
<b>3. Complete further due diligence for targeted properties.</b>	Primary	Short	Mayor	Greenwood Economic Development Commission, JCDC	Professional Consultant
<p><i>By further completing necessary environmental investigations, the properties become understood better for their opportunities and constraints.</i></p> <ul style="list-style-type: none"> <li>a. Develop specific property cut sheets to outline specific property characteristics</li> <li>b. Delineate wetlands within the study area</li> <li>c. Compile ALTA surveys for individual parcels</li> <li>d. Develop master drainage plans for the study area</li> </ul>					
<b>4. Create and promote a small-business toolkit.</b>	Secondary	Medium	Greater Greenwood Chamber of Commerce	Greenwood Economic Development Commission, JCDC	
<p><i>A small business toolkit that is a one-stop-shop for questions and guidance regarding permitting, financial resources, and network opportunities will help business owners access and utilize the available resources.</i></p> <ul style="list-style-type: none"> <li>a. Include resources for permitting processes, funding processes, networking opportunities, incentives available, etc.</li> <li>b. Distribute information through locations for printed material as well as digitally through economic development websites</li> </ul>					



GOAL - Attract, Retain, and Expand High-Quality Businesses (continued)					
STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>5. Conduct a market study to identify the detailed sectors supported in the study area.</b>	Primary	Short	Greater Greenwood Chamber of Commerce, Community Development Services	Common Council, Plan Commission	Professional Consultant
<p><i>A detailed market study will narrow in on business sectors for attraction and justify residential uses.</i></p> <p>a. Engage brokers and local real estate professionals to understand vision of land use plan</p>					
<b>6. Establish workforce development program</b>	Primary	Short	Mayor, Clark-Pleasant Schools, Greenwood Community School Corporation	Common Council, JCDC	Professional Consultant
<p><i>Work with primary and secondary schools to develop a local workforce that is focused on engineering, math and technology. Work with state and regional agencies to develop local education opportunities for adults. Work with other communities in the state to replicate programs for youth to begin tracks toward high-tech careers. (Columbus, Indiana and Washington, Indiana)</i></p>					
<b>7. Develop and establish a business call program.</b>	Primary	Short	Mayor	JCDC, Greater Greenwood Chamber of Commerce	
<p><i>The purpose of a business call program is to improve relationships between the City's leadership and company executives. The call program utilizes one-on-one visits to the employers of Greenwood, which provide an opportunity to identify issues, threats, and opportunities facing the businesses of Greenwood.</i></p> <p>a. Prioritize business categories by size and impact to the community</p> <p>b. Use a combination of outreach efforts (as much personal contact as possible, especially top ten largest companies/employers)</p>					
<b>8. Create a network of potential angel investors and venture capital investors.</b>	Primary	Short	Mayor	JCDC, Greater Greenwood Chamber of Commerce	Professional Consultant
<p><i>The purpose of this network is to provide the access to potential resources and partners for general and entrepreneurial enterprises.</i></p>					
<b>9. Develop local entrepreneurial network for small businesses.</b>	Primary	Short	Mayor	JCDC, Greater Greenwood Chamber of Commerce	
<p><i>Resources (such as the Indiana Small Business Development Center ISBDC, and SCORE) for local entrepreneurial development are important to encourage growth of new businesses within Greenwood.</i></p> <p>a. Establish a business incubator somewhere within the study area to serve as a catalyst for business development</p> <p>b. Develop a mentoring/networking group to meet on regular basis</p>					
<b>10. Implement bi-annual round-table discussions for market sector groups.</b>	Primary	Short	Mayor	JCDC, Greater Greenwood Chamber of Commerce	
<p><i>Industry round-tables encourage a dialogue among industry leaders. This gives the industry leaders the chance to discuss issues and learn from others. These round-tables may be conducted in conjunction with local, regional, or state industry membership or certification organizations to maximize participation, and may include discussions about start-ups, regular challenges, and other experiences.</i></p>					

**GOAL - Attract, Retain, and Expand High-Quality Businesses (continued)**

STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>11. Institute an annual business survey, coordinated with the Chamber of Commerce.</b>	Primary	Short	Community Development Services	JCDC, Greater Greenwood Chamber of Commerce	
<i>In addition to the business call program, it is important to maintain open communications among all of the business community. Conducting a survey to collect data regarding issues, threats, opportunities, workforce needs, employee demographics, and any other concern is important to understanding the needs of the business community.</i>					
<b>12. Continue the annual business awards program to recognize excellence.</b>	Primary	Short	Community Development Services	JCDC, Greater Greenwood Chamber of Commerce	
<i>Award programs provide an opportunity to recognize excellence among local businesses. This also offers a major networking opportunity and demonstrates a commitment to high-quality, world-class business.</i>					
<b>13. Create and promote a general business toolkit.</b>	Primary	Short	Community Development Services	JCDC, Greater Greenwood Chamber of Commerce	
<p><i>Similar to the small business toolkit, a general business toolkit is a one-stop-shop for questions and guidance regarding permitting, financial resources, and network opportunities that will help business owners access and utilize the available resources.</i></p> <ul style="list-style-type: none"> <li>a. Permit information</li> <li>b. Entitlement processes and timelines</li> <li>c. Signage and other design standards information</li> <li>d. Incentives available (local and otherwise)</li> <li>e. A guide for both existing and potential businesses</li> </ul>					
<b>14. Increase variety of medium to high end residential products.</b>	Primary	Short	Mayor	JCDC, Greater Greenwood Chamber of Commerce	
<i>By increasing and varying the residential products, additional employers may potentially choose to reside in Greenwood and the residents of these residential products would provide a customer base for additional commercial markets.</i>					



## GOAL - Promote Quality Residential Development

STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>1. Establish ordinance and refine policies and processes that support creative master developments. (zoning ordinances for land use and regional detention)</b>	Primary	Short	Mayor, Community Development Services	Plan Commission, JCDC	Professional Consultant
<p><i>This will allow residential and commercial uses to be developed simultaneously and to create the markets desired by each, avoiding 'the chicken and the egg'. Especially along the main corridors, higher price points and better design standards can be implemented without changing the underlying designation for land use. This can be used as a tool to regulate what type of development occurs in each designation, as higher quality and higher design standards are part of the overall vision for the study area.</i></p> <ul style="list-style-type: none"> <li>a. Create zoning ordinances that support regional detention to create 'lakefront' opportunities</li> <li>b. Create zoning ordinances that support land use and desired character (PUD, or overlay ordinance)</li> <li>c. Establish set of design guidelines</li> </ul>					
<b>2. Establish neighborhood and regional commercial and additional assets to support residential</b>	Primary	Short	Mayor, Community Development Services	Plan Commission, JCDC	Professional Consultant
<p><i>By establishing commercial development and additional assets, there are amenities for the current residents and are essential for increasing residential development.</i></p>					
<b>3. Continue to explore a regional stormwater detention program.</b>	Primary	Short	Stormwater Utilities	Common Council, Plan Commission, Stormwater Utilities	Professional Consultant
<p><i>A regional stormwater detention program offers flexibility in detention requirements and maximizes developable areas versus the on-site detention method.</i></p> <ul style="list-style-type: none"> <li>a. Explore the pros and cons regarding regional stormwater detention programs</li> <li>b. Explore the potential fee structures for this type of program</li> <li>c. Explore long-term environmental benefits and impacts</li> <li>d. Expand/implement current rate structure</li> </ul>					
<b>4. Establish buffer zones</b>	Primary	Short	JCDC	Planning Division, Street Department	
<p><i>Buffer zones are intended to create areas of separation between residential areas and less desirable land uses. Each buffer zone should accommodate space for sound absorbing landscaping, and should be utilized for multi-use trails.</i></p> <ul style="list-style-type: none"> <li>a. Add visual appeal with more green space</li> <li>b. Create better connections throughout area</li> <li>c. Help establish "Complete Streets" motif, and provide varying transportation methods</li> </ul>					

**GOAL - Protect Old Town**

STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>1. Continue to market and promote previously established priority areas (industrial parks, commercial cores, Old Town, etc.).</b>	Primary	Short	JCDC	Common Council, Plan Commission, Old Town Greenwood Association, Restore Old Town	
<p><i>It is essential to increase the assets of the whole community and not allow one area to detract from another or to have businesses relocate from one area to another. The idea is to expand the whole, not the individual parts. With all new development or redevelopment within the City, each project should complement the rest of the community. In doing so, the long-term vitality of Greenwood will be strongly encouraged.</i></p> <ul style="list-style-type: none"> <li>a. Continue to work with Johnson County Development Corporation and Plan Commission to understand areas of significant employment and tax revenue</li> <li>b. Enhance Old Town programming, such as improving main street organization, facade program, developing a micro-loan program, creating a strong retail mix, providing regular event programming, enhancing communication among Old Town merchants, and working with Old Town Merchants Association and Restore Old Town Greenwood</li> </ul>					
<b>2. Implement bi-annual round-table discussions or social events for downtown merchants.</b>	Primary	Short	Mayor	JCDC, Greater Greenwood Chamber of Commerce	
<p><i>Round-tables encourage a dialogue among merchants leaders. These opportunities gives the leaders the chance to discuss issues and learn from others. These round-tables may be conducted in conjunction with local, regional, or state industry membership or certification organizations to maximize participation.</i></p>					





GOAL - Raise the Standard of Infrastructure and Municipal Systems					
STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>1. Provide new infrastructure improvements to enhance the shovel-ready status of property in the study area (master road and utilities).</b>	Primary	Medium	Greenwood Utilities	Common Council, Street Department	Professional Consultant
<p><i>The availability of roads and utilities are major contributors to the shovel-ready status of properties and an appealing attribute for potential development. Phasing of implementation and prioritization of projects is critical to ensure the most cost-effective strategy for opening up property for development.</i></p> <ul style="list-style-type: none"> <li>a. Worthsville Road extending to Griffith Rd</li> <li>b. Realignment of Graham Rd and CR 200 E to accommodate space for on/off ramps</li> <li>c. Collins Road intersection with Worthsville Rd and extending north to Allen Rd and south to edge of study area</li> <li>d. Griffith Rd north of Worthsville Rd extending to Allen Rd</li> <li>e. Griffith Rd new extension south of Worthsville Rd to edge of study area</li> <li>f. Allen Rd between Graham Rd and Collins Road</li> <li>g. East/West connections between Graham Rd and Collins Road</li> <li>h. CR 700 N extension through West portion of study area to CR 200 E</li> <li>i. CR 700 N between Collins Road and Griffith Rd</li> <li>j. CR 300 E south of Worthsville Rd extending to edge of study area</li> <li>k. Allen Rd between Collins Road and Griffith Rd</li> <li>l. Utility extensions (water, sanitary, storm) and mass earthwork throughout study area</li> <li>m. Explore broadband availability and connectivity</li> </ul>					
<b>2. Develop funding solutions for infrastructure improvements.</b>	Primary	Medium	Landowners, Developers	Mayor, JCDC, Greenwood Utilities	Developers and Professional Consultants
<ul style="list-style-type: none"> <li>a. Create opportunities for city, economic development leaders, landowners, and developers to devise specific funding plans and strategies.</li> <li>b. Create partnerships between utility providers</li> </ul>					
<b>3. Analyze land uses proposed in the land use plan against current zoning and determine areas of conflict.</b>	Primary	Short	City Planning	Common Council, Plan Commission	
<p><i>The study area currently has zoning inconsistent with the desired uses within the study area. Without resolving the discrepancies, the zoning supports the development of some undesired uses.</i></p> <ul style="list-style-type: none"> <li>a. Strategically implement newly identified base zoning where appropriate and necessary</li> <li>b. Apply overlay zoning ordinance to ensure high-quality developments</li> </ul>					
<b>4. Identify economic development tools, rules, and process for all and any tools.</b>	Primary	Short	Mayor, RDC, EDC, Common Council, City Planning	Common Council, Plan Commission	
<p><i>Funding tools that the City and County are willing to use should be identified. Each tool should also define the rules and requirements for the use of each tool.</i></p> <ul style="list-style-type: none"> <li>a. TIF, tax abatement, local financing, other creative funding programs available</li> </ul>					

**GOAL - Promote Identity of Greenwood**

STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>1. Define the brand for Greenwood.</b>	Primary	Short	Mayor	Common Council, JCDC, Greater Greenwood Chamber of Commerce	Professional Consultant
<p><i>A brand/message for Greenwood is important to any marketing and outreach. The vision defined in this document is a start but is not the final brand. The final brand will be the foundation and official message used throughout Greenwood's communications and outreach.</i></p> <p>a. Further develop, implement, and integrate the Greenwood brand in all communications, media, and attitude.</p>					
<b>2. Define the brand for the Study Area.</b>	Primary	Short	Mayor	Common Council, JCDC, Greater Greenwood Chamber of Commerce	Professional Consultant
<p><i>A brand/message for the study area is important for marketing the grand vision of the Study Area. Conversations with developers showed interest in a unique, possibly independent 'community' located within the study area to maximize the ability to attract the desired residential, commercial, and industrial tenants.</i></p>					
<b>3. Create a single point of contact for economic development efforts.</b>	Primary	Short	Single Point of Contact	Common Council, Community Services Department	
<p><i>A single point of contact for economic development efforts offers an efficient, proactive and accessible partner for community and economic development.</i></p> <p>a. Coordinate efforts with JCDC as primary economic development partner and regional liaison</p>					
<b>4. Develop a consolidated outreach and marketing program consistent with brand.</b>	Primary	Short	Mayor	Common Council, JCDC, Greater Greenwood Chamber of Commerce	Professional Consultant
<p><i>A consistent outreach and marketing strategy is important to create a consistent message. Every mailer, announcement, status update, sign, and communication must reinforce the Greenwood brand, making it easy for the audience to understand the Greenwood message. By using a wide array of media, a larger amount of people can be reached.</i></p> <p>a. Consolidate efforts of related agencies</p> <ul style="list-style-type: none"> <li>- Chamber of Commerce, City, County</li> </ul> <p>b. Coordinate all marketing efforts and communication and outreach under a single message</p> <ul style="list-style-type: none"> <li>- Promote economic development website as the location for information in all marketing outreach</li> <li>- Clearly identify primary point of contact in all materials (printed or digital)</li> </ul> <p>c. Designate targeted audiences</p> <ul style="list-style-type: none"> <li>- Tier 1 - Local brokers, developers, local businesses</li> <li>- Tier 2 - Regional brokers, developers, local businesses</li> <li>- Tier 3 - State, national, and international targets</li> </ul> <p>d. Leverage existing assets within message</p> <ul style="list-style-type: none"> <li>- Greenwood's geographic location, municipal airport, quality of life, schools, proximity to Indianapolis, etc.</li> </ul> <p>e. Develop print materials for distribution</p> <ul style="list-style-type: none"> <li>- Develop a Greenwood fact book and property cut sheets</li> <li>- Make print materials available at various locations including Greenwood Airport</li> </ul> <p>f. Continue to utilize broader collateral news coverage for free media</p> <ul style="list-style-type: none"> <li>- Publish good news on a regular basis, use both editorial opportunities and press releases with local media</li> <li>- Keep media apprised of all implementation activity of the planning effort</li> </ul> <p>g. Utilize social media in messaging (Facebook, Twitter, mobile apps, etc.)</p>					
<b>5. Promote Sustainable practices</b>	Primary	Long	Mayor	Plan Commission, Greater Greenwood Chamber of Commerce	
<p><i>Establish a set of guidelines to help promote a sustainability component, emphasizing the "green" of Greenwood. Alternative energy practices could be explored to add other components to farming and education, including wind and solar farms that could supply local energy needs.</i></p>					



GOAL - Promote Identity of Greenwood (continued)					
STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>6. Create an Economic Development section on the City of Greenwood website.</b>	Primary	Short	Mayor	Common Council, JCDC, Greater Greenwood Chamber of Commerce, Public	Professional Consultant
<p><i>The economic development website must provide the necessary resources for current and potential members of the community. Web presence is often the first point of contact with site selectors and potential new businesses and must clearly articulate the information that visitors to the site are seeking.</i></p> <ul style="list-style-type: none"> <li>a. Keep the website current and up to date</li> <li>b. Increase visibility with prominent position on website</li> <li>c. Coordinate with county, regional, and state economic development agencies               <ul style="list-style-type: none"> <li>– Make sure information and links are correct with regional organizations, utility organizations, and state organizations</li> <li>– Link directly to Johnson County Development Corporation</li> </ul> </li> <li>d. Make information readily available and easy to find including:               <ul style="list-style-type: none"> <li>– Due diligence data</li> <li>– Answers to potential questions (FAQ page)(updated regularly for accurate information)</li> <li>– Demographic data for current, past and projections</li> <li>– Workforce data, current and projections</li> <li>– Available properties information cut sheets</li> </ul> </li> </ul>					
<b>7. Enhance the use of digital/on-line communications, newsletter, etc, for dispersing important information.</b>	Primary	Short	Mayor	Common Council, JCDC, Greater Greenwood Chamber of Commerce	Professional Consultant
<p><i>Digital communications are likely the most common form of communication for Greenwood community members. This also allows someone to customize the amount of communications (hourly, daily, weekly, etc.).</i></p> <ul style="list-style-type: none"> <li>a. Establish a current, up to date, calendar on-line as a comprehensive calendar of events</li> <li>b. Institute use of digital newsletter (and/or other social media) for daily, weekly, or monthly dispersal of important information.</li> <li>c. Use social media for information dispersal               <ul style="list-style-type: none"> <li>– Plan for a quarterly distribution</li> <li>– Allow individuals to sign up on-line to receive the distribution</li> <li>– Create ability to push notifications to individuals as information is acquired</li> </ul> </li> <li>d. Communicate all press releases about economic development, breaking news, road closures, etc.</li> </ul>					
<b>8. Remain active with regional and statewide economic development and planning organizations.</b>	Secondary	Long	Mayor	Common Council, JCDC, Regional Development Community, Economic Development Commission	None
<ul style="list-style-type: none"> <li>a. City should remain active in local/regional planning groups</li> <li>b. Common Council should consider financial support of regional/local planning groups</li> <li>c. Indianapolis Metropolitan Planning Organization; National League of Cities; Indiana Association of Cities and Towns</li> <li>d. Indiana Economic Development Association, Johnson County Development Corporation, Indiana Chamber of Commerce</li> </ul>					
<b>9. Develop a communications plan</b>	Secondary	Short	Community Development Services	Plan Commission, Common Council	
<p><i>Establish a communications program targeting property owners and business owners in the area to keep them up to date and informed about current happenings.</i></p>					

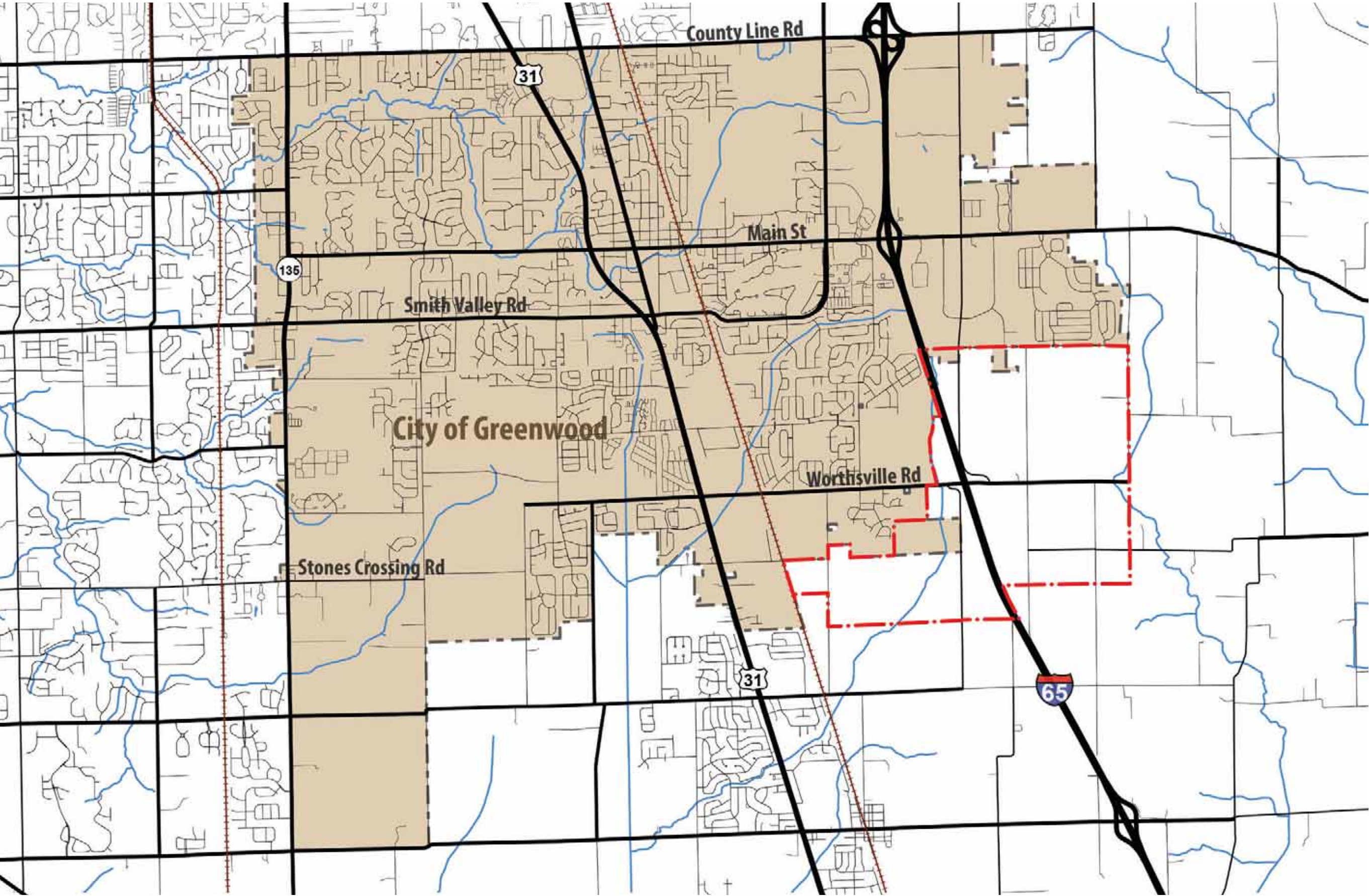
**GOAL - Greenwood as a Community**

STRATEGY	PRIORITY PRIMARY- SECONDARY	TIME FRAME (SHORT- MEDIUM- LONG-TERM)	PRIMARY RESPONSIBLE PARTY	SECONDARY RESPONSIBLE PARTY	OUTSIDE RESOURCE
<b>1. Create a Gateways Master Plan.</b>	Primary	Short	Mayor, Street Department	JCDC, Greater Greenwood Chamber of Commerce	Professional Consultant, INDOT
<p>A master plan for gateways and wayfinding would coordinate the efforts for the design of the entrances and notable locations. This Plan should support and complement the Greenwood brand and message.</p> <p>a. Primary Areas: Interstate 65 Interchanges, US 31 and Madison Ave at city limits</p> <p>b. Secondary Areas: west and south gateways including areas along SR 135 and Griffith Road</p>					
<b>2. Create a public art initiative.</b>	Primary	Short	Parks Department	City Planning, Greater Greenwood Arts Council, Private entities	Professional Consultant
<p>A public art initiative for key locations in the study area would set a standard for quality and exhibit a sense of community and investment in the area, all valuable assets to new or existing businesses. The art initiative could also draw from local talent further exhibiting talent in the community. The Greater Greenwood Arts Council could have a supporting role in establishing art in this area.</p>					
<b>3. Explore extending trail network.</b>	Primary	Short	Mayor, Parks Department	City Planning, Common Council	
<p>Pedestrian connections and improvements to the trail system are beneficial to the overall transportation plan and are an asset to businesses. Specific trail connections for this area are not outlined in current park and trail master plans but connections to existing trails or planned locations should be advanced as development occurs in this area.</p> <p>a. Potential connections include connecting parks along thoroughfares or along riparian corridors</p> <p>b. Potential connections may occur within buffer zones</p> <p>c. Potential trail head locations may occur near lift stations and other utility infrastructure to help disguise and provide dual use for city property</p>					
<b>4. Create a green space overlay for creeks and floodplain.</b>	Primary	Medium	Greenwood Utilities	Parks Department	Professional Consultant
<p>The creeks and floodplain in the study area are essential to water quality and are undevelopable. It is important to create a green space overlay to define the uses and the expectations of development within the green space. These natural areas are an asset in terms of scenic view, water quality, flood protection, biodiversity, and wildlife habitat.</p>					
<b>5. Encourage infill development</b>	Primary	Medium	Community Development Services	Plan Commission, Common Council	
<p>Existing neighborhoods have opportunities for infill development and redevelopment. Infill development does not require additional investment of infrastructure and public services.</p>					
<b>6. Adopt impact fee structures</b>	Primary	Medium	Community Development Services	Plan Commission, Common Council	
<p>Impact fees ensure new development does not have a negative impact on community parks, public services, and infrastructure.</p>					
<b>7. Improve communication between departments within City of Greenwood</b>	Primary	Medium	Community Development Services	Plan Commission, Common Council	
<p>Clear, consistent communication is necessary for departments and commissions to work together. This has been identified as an area that could be improved.</p>					
<b>8. Maximize park usability</b>	Secondary	Medium	Mayor, Parks Department	City Planning, Common Council	
<p>Park space located near destination nodes should include event space for festivals and incorporation of trail-head amenities. Open space within the urban framework should be included, and regular programming assigned to each area to enhance usability.</p>					

# APPENDIX



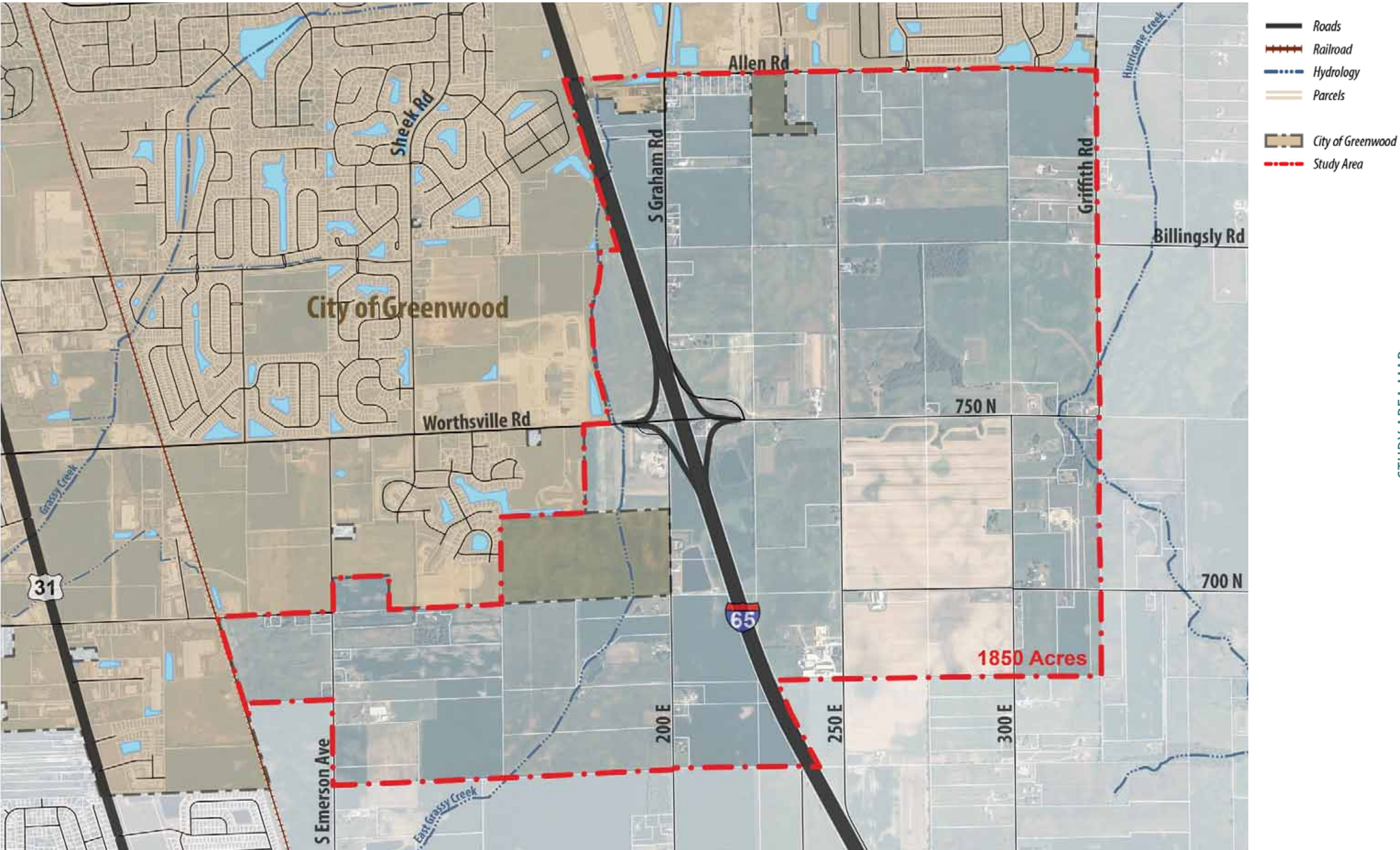




CONTEXT MAP



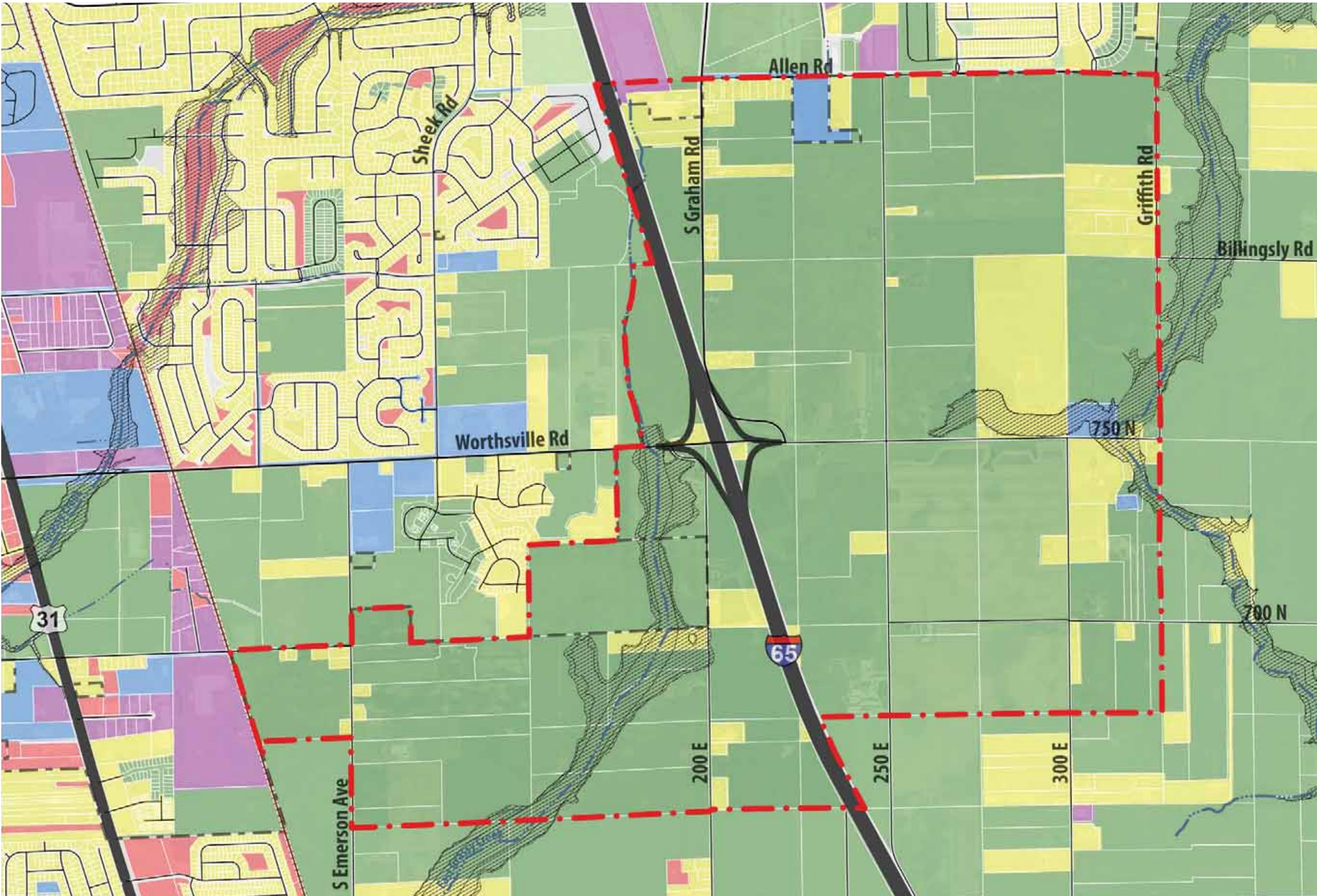




STUDY AREA MAP





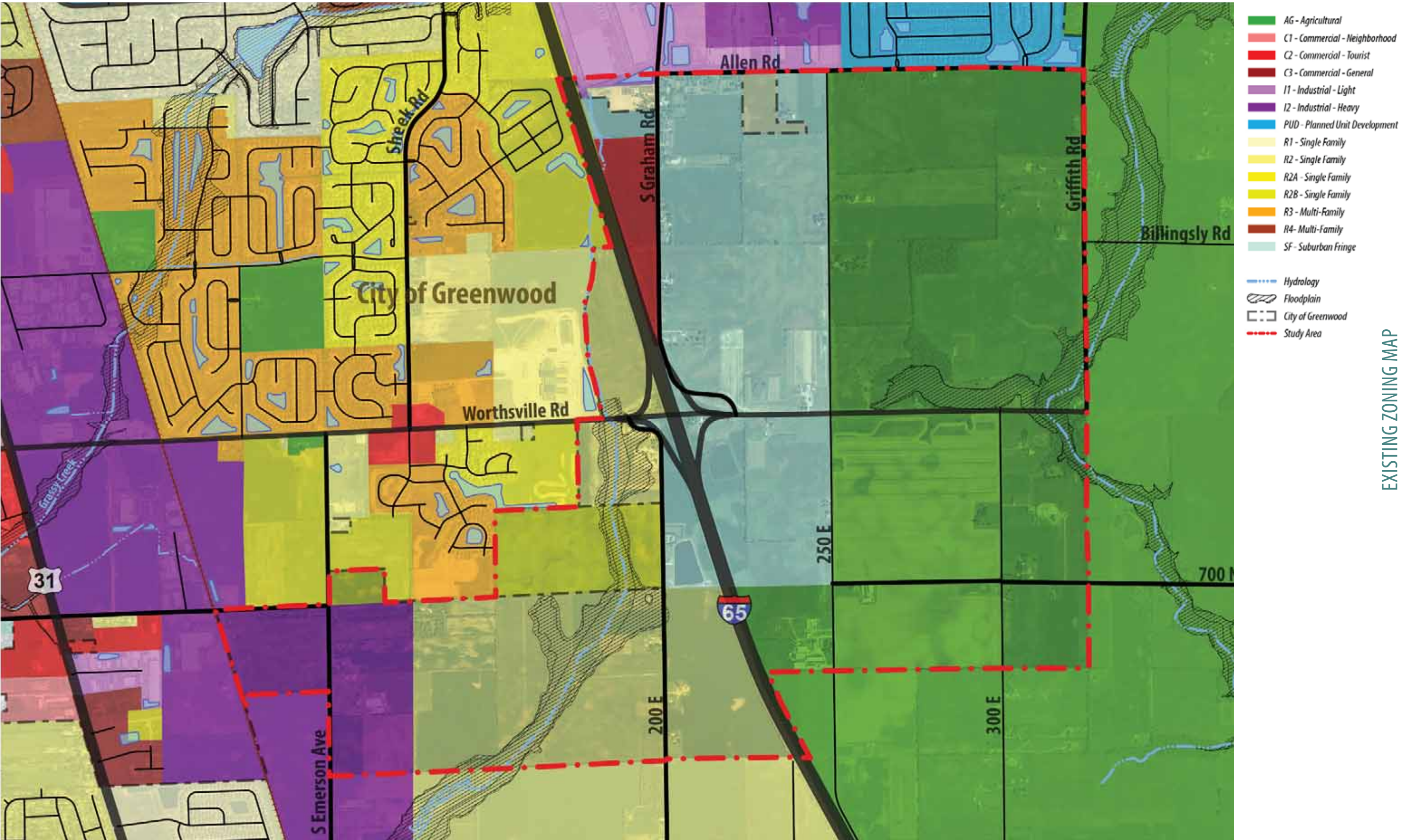


- Residential
- Commercial \*
- Industrial \*
- Institutional
- Recreation \*
- Natural Resources / Agricultural
- Parcels
- Hydrology
- Floodplain
- City of Greenwood
- Study Area
- \* Not in Study Area

EXISTING LAND USE MAP



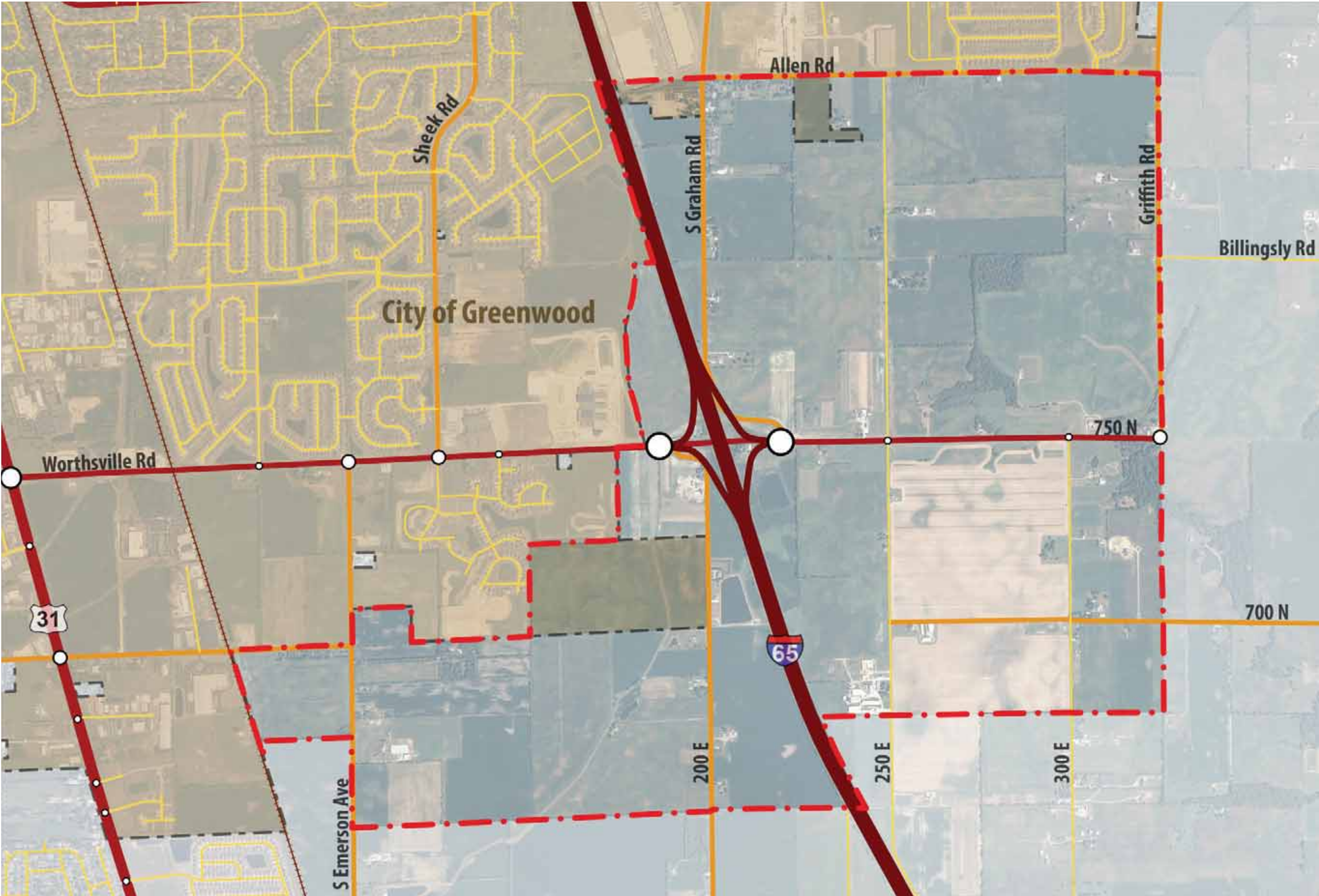




EXISTING ZONING MAP



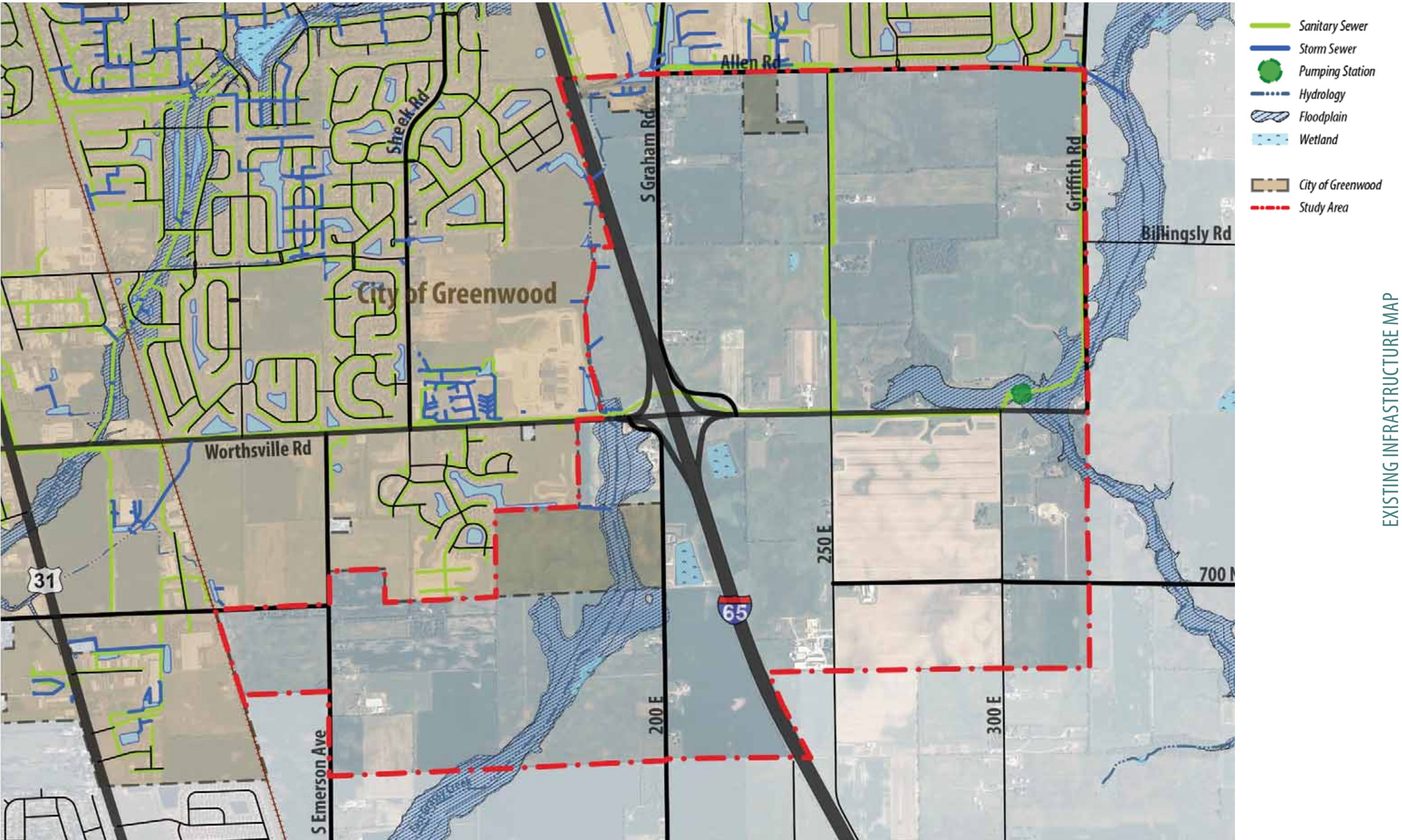




EXISTING CIRCULATION NETWORK MAP



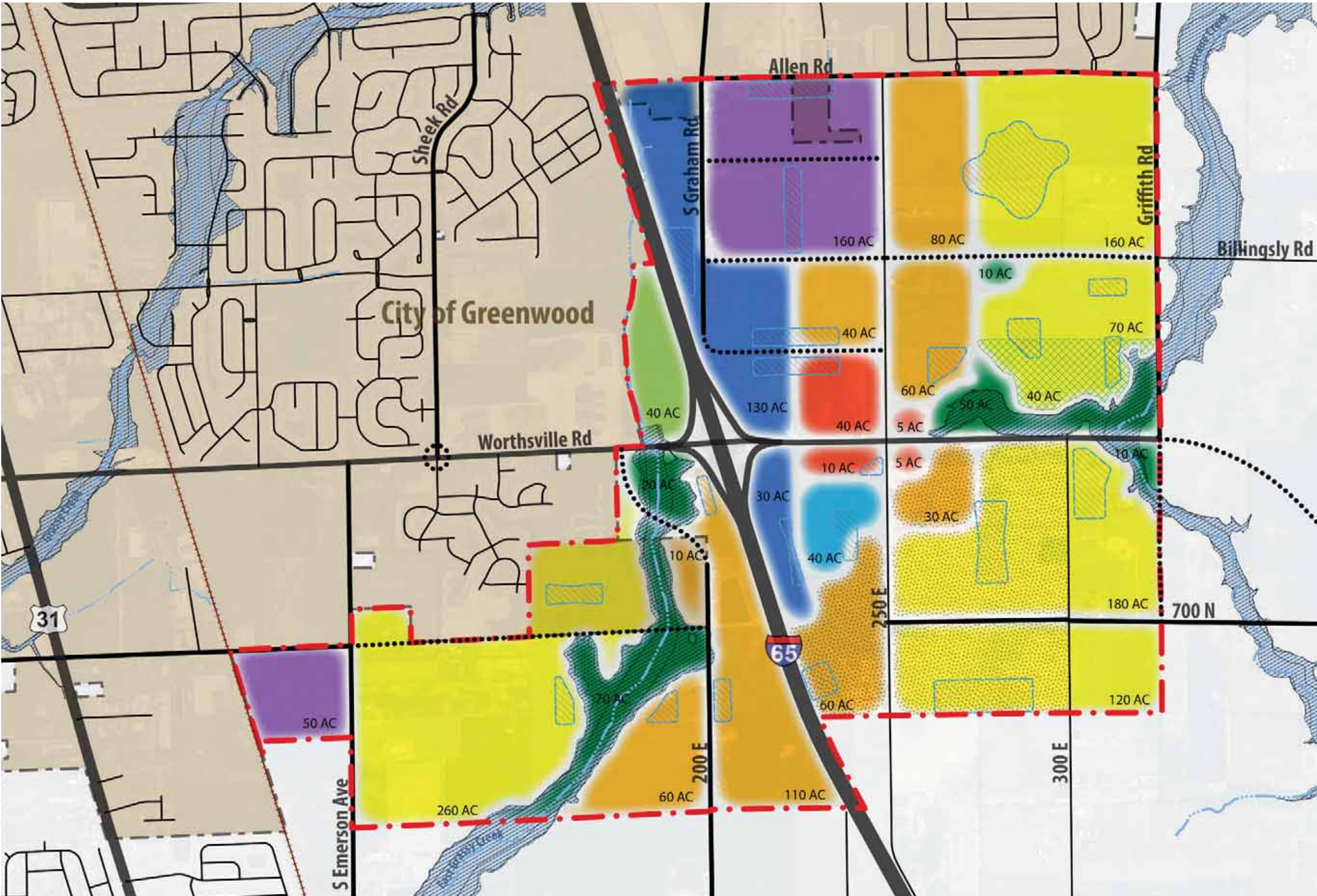




EXISTING INFRASTRUCTURE MAP







- Single Family
- Multi-Family
- Retail
- Office
- Institutional
- Industrial
- Conservation
- Park / Recreation
- Potential Park / Rec.
- Agriculture (Short-term)
- Proposed Roads
- Hydrology
- Potential Detention
- Flood Zone
- City of Greenwood
- Study Area

FUTURE LAND USE MAP













